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USAID TANZANIA: GENDER ANALYSIS FOR PROJECT PLANNING AND ACTIVITY DESIGN

JUNE 2013

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Situation of Gender Equality, Women's Empowerment and Males Engagement (GEWEME) within USAID-Tz Development Sectors

Final Report
June 2013



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EXECUTIVE SUMMARY

This report presents a gender analysis of USAID sector programs namely, the Global Health Initiative (GHI), Feed the Future (FtF), Natural Resource Management (NRM), Education and Democracy Rights and Governance (DRG). The purpose of this analysis was to identify:

1. The root causes of existing gender inequalities and/or obstacles to female empowerment and constructive males' involvement;
2. Approaches for integration of gender into current projects and future activity design in priority sectors including FtF, NRM, GHI, DRG and Education; and
3. Potential adverse impacts and/or risks of gender-based exclusion that could result from the current approaches in ongoing projects and activity designs.

The context of unequal gender dynamics in Tanzania has manifested itself within all five USAID sector programs. The Agency recognizes the patriarchal society in Tanzania within which these programs operate and women's unequal access to land, water, information, credit, technology training, leadership positions and health services. It thus aims at dealing with the root causes of gender inequalities and female disempowerment. These gender based constraints have motivated USAID and its implementing partners to take affirmative action to ensure equal participation of both women and men. It is also within this context that the United Republic of Tanzania (URT) has committed itself to addressing gender as a cross-cutting, multi-sectoral issue.

This gender analysis looks beyond the numbers to address meeting the qualitative aspects of equal gender participation within USAID programs, thus further bridging the gap caused by gender-based constraints.

Tanzania has signed several international conventions related to gender and has registered some progress in the past decade. Among those ratified without reservation or confirmed and accepted for implementation are: CEDAW, Beijing Platform for Action, African Charter on the Rights of the Child art XXVII and the 2001 Abuja Declaration on HIV and AIDS and women. Progress made in gender sensitization and integration has resulted in increasing gender parity in primary education, income-earning opportunities, access to key resources and to some extent decision making power. Still, conceptual understanding and practice in addressing gender issues remains insufficient across sectors and within the macro and micro level policy processes. It is widely recognized that addressing gender in all spheres of life is vital, particularly if sustainable livelihoods, sustainable development and respect for human rights are to be achieved. Challenges remain in practical application across the sectors largely due to entrenched patriarchal attitudes in customs and traditions which marginalize women and their contribution to society.

Matters for policy level attention

The large young population afflicted by several gender related problems (Gender Based Violence (GBV), Most Vulnerable Children (MVC), Violence Against Children (VAC), school girl pregnancies, early marriages, unemployment, Human Immunodeficiency Virus (HIV) and other

Sexually Transmitted Infections (STIs), limited access to land and other economic assets) renders this group a priority target for gender focused interventions.

Weak capacity for enforcement of accountability for gender work in Ministry Departments and Agencies (MDAs) limits the benefits that can accrue from the projects and innovations.

Legal issues to address include incorporation of stigma and discrimination and GBV in Tanzania's HIV/AIDS law, premarital testing for HIV, sexual exploitation of young girls, age of marriage for girls, increased access to justice by women and girls, reproductive health rights particularly targeting young girls, inheritance and discriminative customary laws, stronger enforcement of corruption law, ethics laws and guidelines and the Procurement Act and strengthening the Land Act and Village Act.

Any review and new policies must rectify the historical imbalances through:

- Enabling women to have the right to own and inherit resources and production implements and the right to own the income accruing from their own labour;
- Removing all barriers that hinder women from having access to education, and training to the limit of their abilities;
- Elimination of socio-cultural barriers including norms, values, and cultural practices that continue to subordinate women into inferior social positions;
- Promotion of a culture that defends social justice from a gender perspective;
- Promotion and strengthening of the talents and strengths of women and girls.

Statistically both girls and boys register poor performance in mathematics and science but girls tend to be worse than boys. The gender inequality picture is alike in most technical/professional fields. The numbers of female role models are not sufficient to either inspire many girls or challenge the prevailing gender stereotypes, cultural and traditional influences on the position of women and men in the community.

Girls' poor performance in mathematics and science is manifested in the low enrolment in science and technical fields and the small number of technical and science professionals, including academic staff. Girls encounter more stumbling blocks (e.g. sanitary facilities at schools, domestic labor for girls, advances for sexual favors) compared to boys that challenge girls' efficient participation in school and effective learning. Tanzania has one of the highest adolescent pregnancy rates in the world affecting the girls' health, education, future employment and ability to reach their full potential in life.

Coordination and integration of USAID supported projects can benefit from synergies, harmonization and sustainability.

This includes:

- Enhancing understanding of division of labor and existing cooperation among the projects.
- Maximizing the incorporation of local interests, knowledge, skills and practices (local socio-cultural influences);
- Interlinking or synergizing activities of one implementing partner with others;

- Clarifying how capacity building could be packaged in joint initiatives for synergy and efficiency to influence addressing gender issues;
- Enhancing gender integration capacities at all levels through sensitizing and creating awareness and providing necessary tools and skills of achieving this.

The above underscores the need to design a holistic gender coordination, integration and up-scaling program with cross-cutting and sector-specific interventions to attain gender equality, women empowerment and constructive male involvement, based on findings and recommendations in this analysis, with a clear M&E framework.

Good Practice for Scaling-up

Innovations such as those exhibited in Community Action Teams (CATs), Men as Partners (MAPs) and Couple Connect, Pamoja Tuwalee, Drop in Center, One Stop Centers, and Safe Schools projects merit wider sharing and scaling up.

Consistent gender awareness raising and capacity building using diverse methods as those of some gender and human rights NGOs e.g. Tanzania Gender Networking Programme (TGNP), Legal and Human Rights Center (LHRC), Women in Law and Development Africa (WiLDAF) and PPRA is influencing change in terms of instilling gender consciousness and building gender analytical capacity. This is a good practice. Geographical concentration of programs for effective interventions as done in Morogoro is another way of harnessing change and having development impact. However, program synergy is yet to be maximized for greater impact in gender transformation. A close working relationship between the Innovative Agricultural Research Initiative (iAGRI) research scholarship program and FtF would allow actors/interventionists a better understanding of the local community dynamics, including gender and existing farming knowledge systems. Scholarship programs at primary and secondary levels have been successful in retaining potential school drop-outs, mainly girls.

There is also a need for interactive engagement with communities to achieve a mutual understanding of expectations.



BACKGROUND

This gender analysis is a forward-looking project planning and activity design tool. It undertakes socio-economic and demographic analyses of the mission's priority sectors in Tanzania from a gender perspective, at the policy and community levels. It builds on the earlier Country Gender Assessment for the Country Development Cooperation Strategy (CDCS). The gender analysis carefully considers selected geographical areas where USAID Tanzania is currently working, and provides recommendations to consolidate the Teams' and Implementing Partners' (IPs') overall approach in the integration of gender equality and women's empowerment and males and youth involvement in projects and activity designs in the priority sectors.

1. Purpose and scope of the report

1.1 Overall objective

Specifically the gender analysis identifies some root causes of existing gender inequalities and/or obstacles to female empowerment and constructive male involvement; proposes approaches for the integration of gender into current projects and future activity design in priority sectors including Global Health Initiative (GHI), Feed the Future (FtF) and Natural Resource Management (NRM), Education and Democracy, Rights and Governance (DRG); and shows potential risks of gender-based exclusion that could result from the current approaches in the ongoing projects and activity designs.

1.2 Methodology

This report is the outcome of research conducted by a team of four local researchers who are experienced in policy and systems analysis. They undertook desk reviews, semi-structured interviews and discussions with key informants in the Health, Agriculture and Environment, Education and Democracy, Rights and Governance sectors. While all the researchers have strong research and gender analysis skills, the lead researcher also handled team coordination and quality assurance, researched on the education sector and provided support for FtF and NRM.

The gender analysis used both primary and secondary sources, including information from authorities in the respective areas of study, corroborated with interviews of stakeholders at national, local and community levels.

A wide range of documents were read from international, regional and national research papers, USAID and Tanzania Government policies and program documents and national statistics (Annex 10.5). Key resource documents were obtained on-line to supplement the limited resources of some implementing partners and government offices.

We interviewed USAID program officials, Implementing Partners (IPs), local Nongovernmental Organizations (NGOs) and local government officials, field staff of respective projects, the beneficiaries and in some cases community members. They gave documents, illustrations and presentations of work relating to gender equality, female empowerment and male involvement. A total of 151 women and 128 men were engaged in the discussions. USAID-supported partners and sub-grantees in the four sectors explained their current and forthcoming engagements in gender related work. Observation of community supported work was done at every opportunity, and interactive discussions at national level both in Dar es Salaam and Zanzibar were held. The purpose was to explore further the issues that were gathered during desk research. Further discussions were held at institutional, community, household and individuals levels to explore a wide range of gender specific factors positively and negatively impacting on gender equality, women's empowerment and men's and youth involvement.

1.3 Study Focus and limitations of the report

The study provides the general situation of gender equality and inequality, women's empowerment and men's engagement (GEWEME) within the USAID development sector interventions, particularly in USAID on-going projects and where future projects are likely to startup. In view of this, data collection activities were structured to accomplish the scope of the stated objective. Efforts were made to target issues for which a potential has been identified for the promotion of GEWEME in the respective USAID programming areas. Zanzibar (Unguja and Pemba) were beneficiaries of all USAID development interventions just as was Tanzania mainland.

The GHI section focuses its analysis on gender integration with a specific search for gender equality practices, male involvement and women and girls empowerment in HIV/AIDS related activities, sexual and reproductive health, and Family Planning. Within these themes Gender-Based Violence (GBV) and Most Vulnerable Children (MVC) interventions as well as gender roles and gender relations were examined. Key informants from Ministry of Health and Social Welfare (MoHSW) departments, programs, Regional and District Managers were identified and interviewed regarding the extent of gender focus in their work. Selected geographical areas were visited where USAID IPs and their sub-contractors were operating, and key informants engaged using Semi Structured Interview (SSI) tool.

FtF and NRM used the implementing partners as entry points into the analysis within which USAID can address constraints affecting GEWEME.

The gender analysis on the Education Program focused its intervention on Tanzania's 21st Century Basic Education Program (TZ21). The TZ21 project in Zanzibar builds on previous support on the development of Education Sector Management Information System (ESMIS) within the education sector.

The DRG gender analysis looked at the overall framework within which this program will be implemented and addressed major challenges for consideration. It also used USAID IPs as key entry points to evaluate the impact of the intended programs and areas for key intervention at that level.

Community level observations require both the occurrence of live events and the convenience of community members and agents. This was not always guaranteed despite advance appointments and continuing communication. The mission coincided with times of annual leaves and the holiday season which made appointments and access to official documents difficult. In spite of these constraints, researchers' consistently updated data findings based on released national research findings e.g. the Census and BEST 2012.

For mainland Tanzania, the gender analysis was specifically conducted in:

Dodoma: The political capital city of Tanzania. Although Dodoma is largely rural and semi-arid, it is densely populated as indicated in the map below. HIV prevalence is 4% among women and 3.3% among men aged 15-49 yrs (*DHS 2010*).

Iringa: This is a mountainous region (recently split into two – Iringa and Njombe regions) with intensive commercial and subsistence farming. Children are often tempted to working the big tea estates instead of attending school. HIV prevalence is 16.8% for women and 14.7% for men at age 15-49 yrs.

Manyara: Economically, Manyara has the largest cattle population after Shinyanga. About 438,000 hectares are currently under crop production, equivalent to 30.3% of the total agricultural land. 24,028 hectares (5.5%) has potential for irrigated agriculture. HIV prevalence is 2.6%, for women and 1.7% for men at age 15-49 yrs.

Morogoro: This region is mountainous and largely rural. It is thinly populated but agriculturally rich. The main cash crop grown is sugarcane. HIV prevalence is 6.1%, for women and 4.2% for men at age 15-49 yrs.

Mtwara region, among the poorest in Tanzania, is largely rural and densely populated. The main economic activities are the production of cashew nuts, sisal growing, fishing, and salt making. HIV prevalence is 3.4% for women and 3% for men at age 15-49 yrs. The gender analysis study focused on Mtwara because the region is a beneficiary of TZ21. Mtwara was chosen for the education intervention because it is amongst the lowest performing regions in mainland Tanzania.

For many years in Mtwara, lack of electricity, poor roads, high illiteracy and migration of youth mainly boys to urban areas constrained development of the region. The Mkapa Bridge completion and recent natural gas exploration and exploitation have brought some change in Mtwara even though more than 75% of employees in, for example, Athumas the Drilling and Transmission Company, come from outside Mtwara. Mtwara residents, mostly men, are in casual labor and very junior administrative levels specifically due to their low level of education (REPOA 2009). Data shows the education system has failed to sufficiently equip Mtwara people, females and males, with skills. Many are illiterate and lack the necessary skills to satisfy the job market.

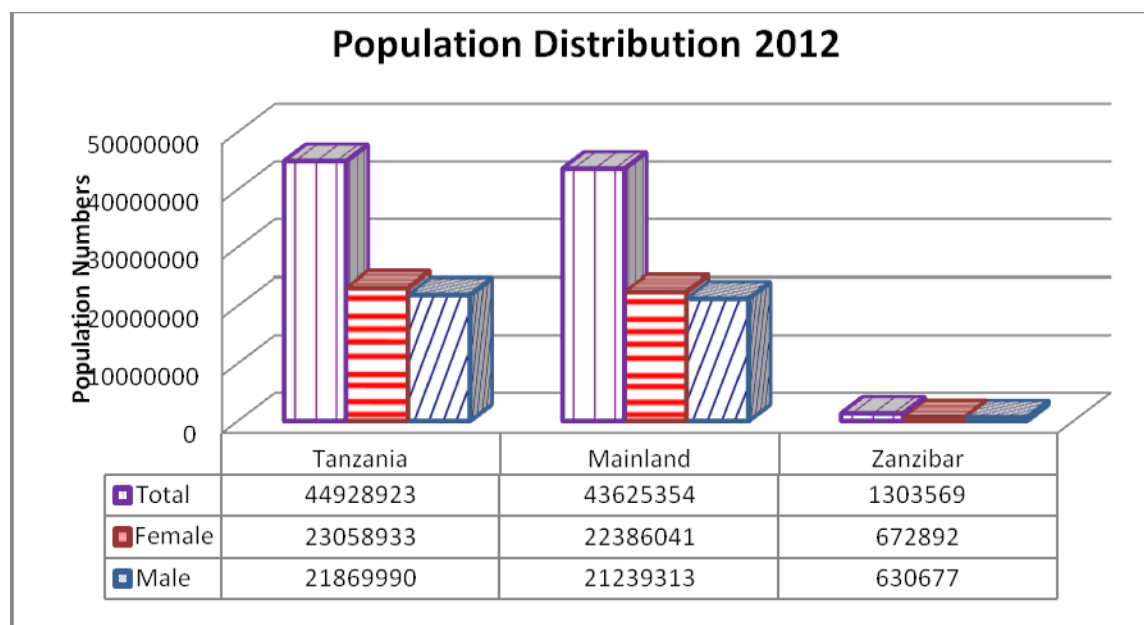
Shinyanga: This region is largely rural lowland (recently split into Shinyanga and Simiyu regions). It is densely populated and is agriculturally very productive. Inhabitants of Shinyanga engage in subsistence and commercial farming, with rice, cotton and animal husbandry as the main economic activities. HIV prevalence for women is 8.4%, for men 7.6% at age 15-49 yrs (*DHS 2010*).

In **Zanzibar**, the study was conducted separately. Zanzibar is part of the United Republic of Tanzania (URT) but has its own autonomous government. Its climate is favorable for the production of many tropical crops. Agriculture is extremely important and is dominated by small-scale subsistence farming, which has low productivity due to inadequate sector infrastructure, limited finance for inputs, scarce agricultural support services and limited access to appropriate technologies (RGoZ 2010). Clove trees thrive on both Unguja and Pemba islands. Other major cash crops are coconuts, chillies, and seaweed. Major food crops include rice, cassava, sweet potatoes, bananas, plantains, yams and cocoyams. Fruits such as mangoes, pineapples, oranges and others are available but due to seasonal shortages and high demand they are also imported from Tanzania mainland, as are most vegetables. HIV prevalence for women is 0.7%, for men 0.5% at age 15-49 years (NBS, Tanzania HIV/AIDS and Malaria Indicators Survey 2007/08).

1.4 Demographic View

The 2012 Population and Housing Census shows that Tanzania has a population of 44,928,923 of which 43,625,354 are on Tanzania Mainland and 1,303,569 in Zanzibar. The population has more than tripled from 12.3 million in 1967.

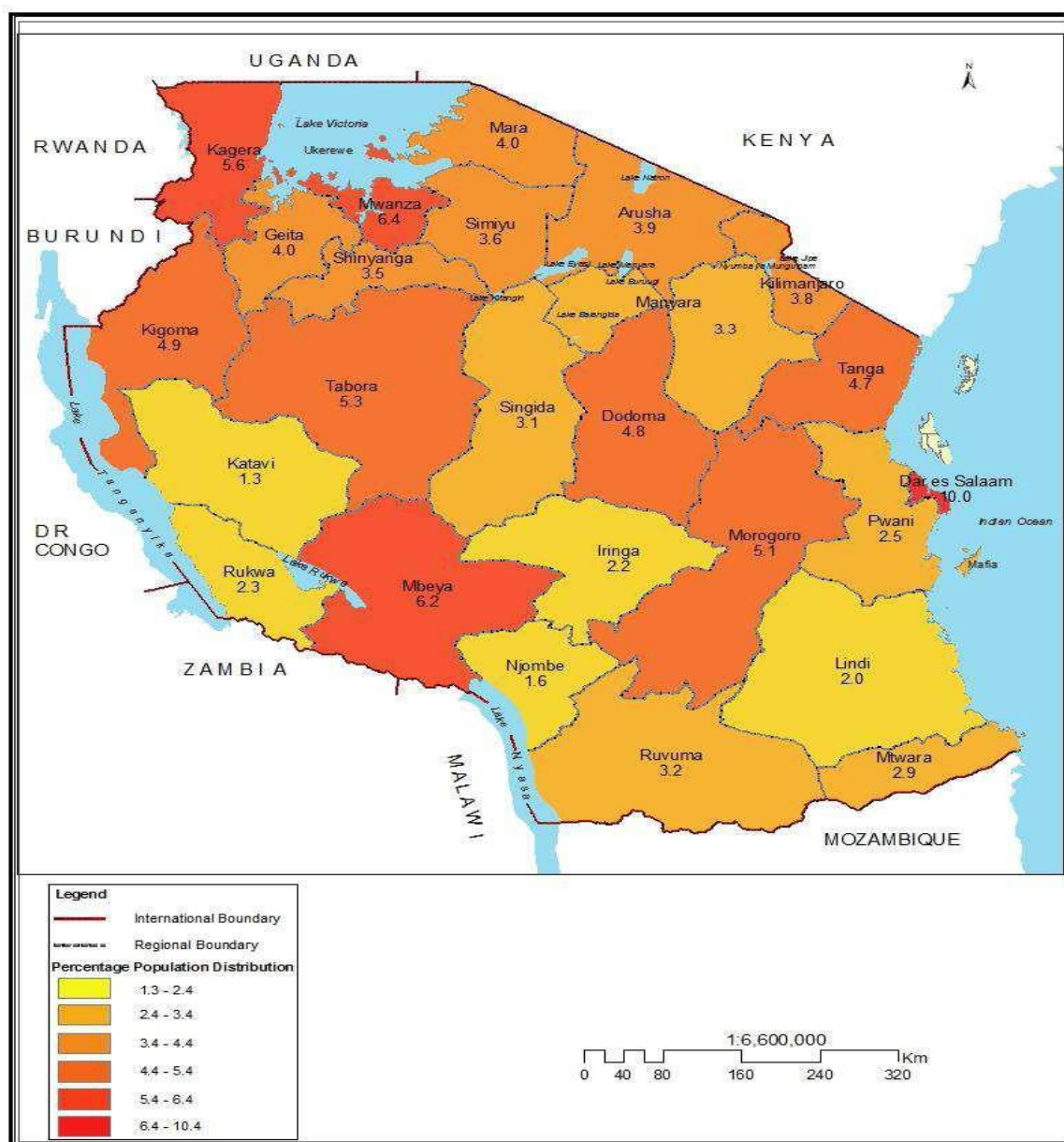
Figure 1: Population Distribution by Sex



Source: Figure by Author. Data NBS Census 2012

Administratively, URT has 30 regions -- 25 in the Mainland and 5 in Zanzibar.

Figure 2: Percentage Population Distribution by Region, Tanzania Mainland – 2012 Census



The country is sparsely populated with a population density of 51 persons per square kilometer with variation across regions. The sex ratio in Tanzania Mainland was 95 males per 100 females while that of Zanzibar was 94. In most regions, the sex ratios range from 92 to 95 males per 100 females.

1.5 Comparative snapshot of gender equality in Eastern Africa

Below are tables offering a comparative snapshot of gender equality in Eastern Africa.

Table 1: Demographic and Human Development Indicators

Country	HDI	Population			GDP/	Health			
		Female,' 000	Male '000	Total Urban	P/Cap. \$	Deaths<5 Yrs/ 1,000	Life Ex @Birth	Adolescent birth rate ¹	Condo m use ²
Tanzania	152	23,125	23,094	26.9%	1,237	108	58.2	128.2 (2010 DHS)	2.3
Kenya	143	20,827	20,783	22.5%	1,428	84	57.5	106.3 (2009 DHS)	1.8
Uganda	161	17,257	17,253	13.5%	1,105	128	54.1	158.6	1.7
Rwanda	166	5,569	5,374		1,032	111	55.4	41 (2011 DHS)	2.9
Burundi	185	4,364	4,211	11.3%	356	166	50.4	65 (2010 DHS)	-

Source: <http://hdr.undp.org/en/data/profiles/>; <http://www.un.org/esa/population/unpop.htm>

Despite some positive strides in maternal and child mortality as well as a concerted effort by both national governments and nongovernmental organizations, poverty levels remain very high in the region. Women compose at least 51% of the population, yet gender inequality persists and contributes to women lagging behind in accessing and benefiting from both social and economic initiatives in all East African Countries and Tanzania in particular. In Tanzania, under five deaths (108) and adolescent birth rates (128.2) are very high although the Health and Education sectors have consistently been given priority within the National Budget. This situation hinders achievement of equitable and sustainable development for Tanzania.

¹ The adolescent birth rate is the annual number of births to women aged 15 to 19 per 1,000 women in that age group.

² Percentage of women using at least one method of contraception among those aged 15 to 49 who are married or in union. Relative condom use in other countries - Botswana 41.7%; Swaziland 22.2% and Namibia 10.6%

Table 2: Global Gender Gaps among 135 Countries

	Overall		Economic Participation and Opportunity		Education Attainment		Health and Survival		Political Empowerment	
	Rank	Score	Rank	Score	Rank	Score	Rank	Score	Rank	Score
Tanzania	46	0.7091	60	0.6695	105	0.9373	111	0.9612	31	0.2684
Kenya	72	0.6768	35	0.7243	106	0.9368	103	0.9677	103	0.0786
Uganda	28	0.7228	37	0.7221	112	0.9056	1	0.9796	28	0.2839
Rwanda	-	-	-	-	-	-	-	-	-	-
Burundi	24	0.7338	3	0.8322	117	0.8644	100	0.9685	30	0.2702

Source: World Economic Forum Report: The Global Gender Gap Report 2012

According to the World Economic Forum 2012, no country in the world has achieved gender equality thus far. However, among the countries covered in 2006–2012, 88% have improved their gender equality performance, while 12% have widening gender gaps. Tanzania is among those that have done well in women’s political empowerment with 36% of parliamentary seats held by women and 33.33% by Councilors (2010). Burundi ranks best overall on labour force participation, while Uganda is included in the top ten performers in the wage equality survey.

1.6 Political and socio-economic context

The changes in the political economy of Tanzania have been dramatic, presenting an opportunity to address gender socioeconomic transformation. Changes in political economy refer to changes in the structural relations of production and consumption in society. Tanzania has moved from a post-colonial era of a centrally planning socialist state to an increasingly liberal state since the 1980s. These changes have occurred within a time span of only 51 years. They affect how the people participate in the process of accumulation and the institutional arrangements for influencing opportunities, access to productive assets and the manner in which resources are distributed or redistributed in society. Gender relations influence changes in the political economy and are themselves altered within the same process.

The first two decades of post-independence, Tanzania attempted to build national unity and pursued human development through a centralized socialist system. The emphasis on human development during this period favored males over females according the former bread-winning status through education to employment opportunities³.

Between 1981 and 1995 Tanzania adopted the Structural Adjustment Program (SAP), economic reforms aimed at restoring economic stabilization with no clear socioeconomic transformative objectives. The results of SAP on women in Tanzania was felt most in the decline in the provision of public social services, thus increasing women’s work in production. They had to walk great distances to reach health and water facilities. Incomes dropped and they had to

B, Koda and M. Ngaiza. (1995). “Gender and Related Concepts” In *Gender and Development in Tanzania: Past, Present and Future*. Women’s Research and Documentation Project.

produce at home what they once purchased in the markets. And the onset of HIV and AIDS added to the spectrum of challenges facing households with low levels of awareness and knowledge on prevention, lack of treatment then, and limited impact mitigation abilities⁴.

From 1996 to the present the shift has been to political liberalization, reflecting a more comprehensive economic and social policy and the return of the development agenda. The emphasis is now on qualitative growth as a necessary component of poverty reduction and distribution.

Within this context the National Strategy for Growth and Reduction of Poverty (NSGRP I 2005/06-2009/10) was developed followed by NSGRP II for 2010/11-2014/15. Both Strategies explicitly set out quantitative and qualitative indicators related to gender, and also implementation guidelines for capturing timely and reliable sex disaggregated statistics as a strategy of addressing and promoting gender equality and equity in national development agendas. Tanzania Long Term Perspective and Five Years Development Plan 2011/12 – 2015/10 is the latest important milestone for Tanzania that is congruent with the principle of equality and equal opportunity enshrined in the constitution and the Development Vision 2025.

In the new context of market economy, competition and globalization, there are opportunities to address gender socioeconomic transformation. Taking advantage of the structures and relationships of consumptions and thus bridging the gender gaps. What is needed is to abandon the assumption that market forces will benefit all producers and citizens equally and instead examine how the power relations between the sexes make that difficult.

⁴ Meena, Ruth (1992). *Gender in Southern Africa: Conceptual and Theoretical Issues*. Harare: SAPES Trust.



2. A conceptual framework

The term *gender* refers to the culturally and socially determined characteristics, values, norms, roles, attitudes and beliefs attributed to females and males. In other words, the identities of men and women are socially constructed. Here woman (gender) is different from *female* (biological sex). Females, through a process of socialization, determined by cultural norms, values, roles, attitudes and beliefs, become women. This is the same for the males as they become ‘men.’ Gender relationships differ from one socio-cultural setting to another and they are dynamic. In this conceptual framework we will use females and males to refer to women and men because of the age connotation tied to women and men. As we want this conceptual framework to immediately resonate for all age groups, it is more useful to utilize ‘female’ and ‘male.’

Masculinity and femininity are products of nurture or how individuals are brought up⁵. These are identities that inform not only human needs but directly account for social and political behavior⁶. The identity that we give ourselves is constructed within our “bodily movements, instinctive tendencies, linguistic routines, and institutional forms that resist human attempts to redirect or revise them.”⁷ Identities are powerful. It takes strategic influencing mechanisms and time for the self to transform. In trying to identify the root causes of existing gender inequalities and obstacles to female empowerment and constructive male engagement the concepts of equality and empowerment need to be uncovered.

Gendered norms and gender role assumptions affect the unequal socialization and allocation of resources and labor. They affect the inequitable distribution of skills and opportunities among females and males and unequal gender relations in the family, economy and society. Ascribed gender roles impose traits of ‘masculinity’ that cast a heavy burden on men and passivity and subordination on women that tend to reinforce unequal gender relations. Additionally, it is important to understand gender dimensions are the interdependence between the “paid” economies and “unpaid” care economy. Unpaid caring services, which are provided directly to household members as well as the wider community, are vital to individual socialization and the reproduction and maintenance of human capabilities upon which economic life depends.⁸ It is women’s time that is mainly stretched between work in the unpaid care economy and paid economy and this affects the manner in which parents nurture boys and girls differently. Below are some of the gender dimensions experienced in the communities under this study:

- Cultural discrimination of girls against boys manifested in parents’ reluctance to further girls’ education;
- Girl children laboring in assisting mothers in their socially prescribed roles;

⁵ Beauvoir, Simone de (1972). *The Second Sex*. Harmondsworth/ Penguin.

⁶ Ramsbothem, Oliver et al (2011). *Contemporary Conflict Resolution*. UK: Polity Press.

⁷ Bennett, Jane (2004). “Postmodern Approaches to Political Theory” In *Handbook of Political Philosophy*

⁸ ILO. 2008. Women, gender and the informal economy: An assessment of ILO research and suggested ways forward.

- Boys accorded more opportunities than girls (education, food & nutrition, recreational time and facilities);
- Women and girls not given family property.
- Beliefs and gender stereotypes filtering into having gender blind and negative policies and laws.
- The high social cost of gender on females, including the culture of bride-price which results mostly in females being viewed as property and believing in their subordination, and the marrying off of underage girls and early motherhood.
- Patriarchal culture and traditions, perpetuating unequal power relations between males and females.
- The socialization process making women believe they are inferior, weaker and less deserving and intelligent than men.
- Multiple roles of females, their lack of freedom in decision making at household and community levels limiting their career advancement, effective leadership and economic participation. Females have low access to credit facilities due to lack of collateral and poor saving ability or culture and lack of access to and control over productive resources, including land. Given females' multiple roles and responsibilities, few access relevant information on credit facilities and extension services such as training.
- The cost of performing the major part of farm operations, walking to fetch water and firewood, and to clinics and attending to extended family obligations, and lack of control of their labour outputs relegates them to perpetual poverty relative to their male counterparts.

Cultural factors and kinship systems subordinate women and worsen their economic dependency and vulnerability. Beliefs and harmful practices (FGC/M) relating to sexuality, fertility and reproductive rights include socially constructed power relations which emphasize male domination and female subordination, polygamy and the belief that men are polygamous by nature. These are among the many gender dimensions that affect GEWEME.

Gender equality is the sharing of power between male and female members of a community/society in regard to their awareness, access to and control over factors of protection and services. When we talk of female empowerment we mean the process of getting access, owning and controlling factors of production, involvement in decision making, participation in community activities, and controlling their immediate environment.

On gender equality, the USAID Gender Policy says that it “concerns women and men, and it involves working with men and boys, women and girls to bring about changes in attitudes, behaviors, roles and responsibilities at home, in the workplace, and in the community. Genuine equality means more than parity in numbers or laws on the books; it means expanding freedoms and improving overall quality of life so that equality is achieved without sacrificing gains for males or females”.⁹ Literature on gender from various sources is generally in agreement with this

⁹*Sex* is the classification of people as male or female. At birth, infants are assigned a sex based on a combination of bodily characteristics including: chromosomes, hormones, internal reproductive organs and genitalia. *Gender* is the socially defined set of roles, rights, responsibilities, entitlements, and obligations of females and males in societies. The social definitions of what it means to be female or male vary among cultures and change over time. *Gender Identity* is an individual's internal, personal sense of being male or female. For transgender people, their birth assigned sex and their own internal sense of gender identity do not match.

position. Promoting gender equality and in particular empowering women and girls are therefore important development concerns. Eradicating gender disparities involves the active involvement and support of women, men, boys and girls, and remains a central element for achieving gender equality.

Gender Equality means that women and men enjoy the same status. This implies that they have equal conditions for exercising their freedoms anchored on human rights values and realizing their potential to contribute to national, political, economic, social and cultural development. It does not mean that women and men will become the same, but that their rights, responsibilities and opportunities will not depend on whether they are born male or female. Gender equality refers to the absence of discrimination on the basis of gender, and to equal treatment of women and men in laws and policies¹⁰.

Understanding gender roles and gender relations from a socio-cultural and socio-economic perspective has a potential to influence attitudes and practices that facilitate or hamper the uptake of health, education, economic or governance interventions. **Female empowerment**¹¹ is achieved when women and girls acquire the power to act freely, exercise their rights, and fulfill their potential as full and equal members of society. While empowerment often comes from within, and individuals empower themselves, cultures, societies, and institutions create conditions that facilitate or undermine the possibilities for empowerment.

The USAID Gender Policy also defines **Gender Integration** as involving identifying, and subsequently addressing, gender inequalities during strategy and project design, implementation, and monitoring and evaluation. Since the roles and power relations between men and women affect how an activity is implemented, it is essential that project managers address these issues on an ongoing basis.

3. International and National Context, Legal and Policy Frameworks

This chapter highlights political and socio-economic issues and gender perspectives contained within the national context and the legal and policy frameworks. It provides a gender equality view of the general structures within which the sub structures of health, agriculture and natural resource management, education and governance operate. Although gender sensitive policies have provided opportunities for the empowerment of females, implementations of the policies have not provided sufficient thrust to improve the status of women¹².

This section begins by looking at the international level instruments. These are the frameworks that also inform national level strategies and policies. It is followed by an evaluation of the national level strategies and their incorporation of gender sensitive strategies, policies, frameworks. Within the last subsections we look at national implementation status, including a description of the gaps that exist between policies and implementation.

¹⁰ <http://www.undp.org/women/docs/Gender-Equality-Strategy-2008-2011.doc>

¹¹ USAID Gender Policy deliberately uses the term “female” empowerment, as opposed to women’s empowerment, to capture girls and adolescents. This differs from the organizational titles of USAID’s Office of Gender Equality and Women’s Empowerment, some Position Descriptions and usage in other USAID program and budget documents.

¹² Mujumba P. (2010). *Policies and Practices Supporting Enabling Environment for Girl’s Education*. A Paper prepared for the Ministry of Education and Vocational Training

Gender equality is a human rights issue and an issue of development effectiveness. Therefore analysis of policies and programs with a gender perspective is important as all policies impact on females and males' (girls and boys) lives differently as a result of socially constructed differences in roles and responsibilities between females and males.

The 1977 Constitution of the United Republic of Tanzania (Articles 12 and 13) guarantees equality between men and women and supports their full participation in social, economic and political life. Zanzibar is part of the United Republic of Tanzania, but is semi-autonomous. It has its own Government, a legislative assembly known as the House of Representatives, the Executive, headed by the President of Zanzibar and its own judicial system. Zanzibar is divided into five administrative regions, three in Unguja and two in Pemba. Tanzania mainland and Zanzibar have developed national visions that provide the overarching goals to achieve development. The Vision 2025, launched in 1999 in Tanzania mainland states that by 2025 Tanzania will graduate from the status of a least developed country to a middle-income country, with much higher levels of human development status. Thus the expectation is to have a high quality of livelihood, peace, stability and unity, good governance as well as a well-educated and learning society; and a competitive economy capable of producing sustained growth and shared benefits. In Zanzibar the 2020 Vision provides the overarching framework to reduce poverty through the transformation of the subsistence agriculture economy to a globally competitive economy. It focuses on improving sustainable tourism, modernized agriculture and industrialization¹³. It is within this context that the Government has aligned its commitment with international norms and standards.

3.1 Normative Instruments and their Ratification

Tanzania has committed itself to creating and protecting policy frameworks and an enabling environment that allows actors and stakeholders to address national development within the context of gender equality.

The national gender policy and policy framework for ensuring gender rights is guided by international agreements including the Beijing Platform for Action (BPA) (1995), the Convention for the Elimination of all Forms of Discrimination against Women (CEDAW) (1998), the Universal Declaration of Human Rights (1948), the ILO Convention for the Elimination for the Worst Forms of Child Labor (1999) among others. Mutually agreed international laws are a powerful tool for promoting gender equality as every signatory is obliged to effect its provisions through its relevant public policies.

3.1.1 Convention on the Elimination of All Forms of Discrimination against Women

Adopted in 1979 by the UN General Assembly, CEDAW is often described as an international bill of rights for women. CEDAW defines what constitutes discrimination against women and sets up an agenda for national action to end such discrimination. Tanzania signed the treaty on 17th July 1980 and ratified it on 20th August 1985. The Convention provides the basis for realizing equality between women and men through ensuring women's equal access to, and equal

¹³RGoZ, President's Office Finance, Economic Development and Planning (2012).Zanzibar Strategy for Growth and Reduction of Poverty (ZSGPR II), Zanzibar.

opportunities in, political and public life, including the right to vote and to stand for election as well as education, health and employment. CEDAW commits countries signatory to it, to take resolutions for promoting gender equity. States that ratify CEDAW commit to ensure full equality in legal systems and establishing institutions to ensure the protection of women against discrimination. Parties to CEDAW agree to take all appropriate measures, including legislation and temporary special measures, so that women can enjoy all their human rights and fundamental freedoms. The Convention is the only human rights treaty which affirms the reproductive rights of women and targets culture and tradition as influential forces shaping gender roles and family relations.

Other instruments Tanzania has signed are the SADC Protocol on Gender and Development which came into effect in 2008 calling for gender sensitive constitutional and legal matters and the Maputo Protocol that specifies various aspects relevant to Africa as a process of aligning international declarations and conventions. In particular, it reaffirms the principle of promoting gender equality and full participation of African women.

3.1.2 Beijing Platform for Action

The BPFA is another UN commitment that the government of Tanzania made to advance the rights of women. BPFA calls for women's empowerment as well as their increased role in governance in order to promote women's rights in a number of areas, including reproductive rights, poverty and armed conflict, security, and the establishment of equal and working relationships between men and women in decision making positions. The BPFA emphasizes gender equality as a human right and seeks to transform the legal environment. The conference identified 12 areas of concern of which the Government of Tanzania (GOT) chose to address eight that included (i) Enhancement of Women's Legal Capacity (ii) Economic Empowerment of Women and Poverty Eradication (iii) Women's Political Empowerment and Decision Making and (iv) Access to Education, Training and Employment.

In addressing the above commitments, Tanzania used the enhanced human and material resource capacity of the Ministry of Community Development, Gender and Children (MCDGC). Through its Mid-Term Expenditure Framework (MTEF), it collaborated with NGOs to develop the 2000 Gender Policy together with its strategy, programming resources and tools such as gender integration manuals, implementation best practices and gender analysis frameworks.

3.1.3 SADC Protocol on Gender and Development

This Protocol (SPGD), to which Tanzania is signatory, came into effect in 2008. It calls for gender sensitive Constitutional and Legal matters, within the context of member states reaffirming their commitment to the Nairobi Forward Looking Strategies (1985), the Convention on the Rights of the Child (1989), the Africa Platform of Action, the Beijing Declaration and its Platform for Action (1995) and the United Nations Resolution 1325 on Women, Peace and Security (2000). SPGD resolved, through the SADC Declaration on Gender and Development (1997) and its Addendum on the Prevention and Eradication of Violence Against Women and Children (1998), to ensure the elimination of all gender inequalities in the region and the promotion of full and equal enjoyment of rights. The SADC Protocol committed to drawing up a plan of action setting specific targets and timeframes for achieving gender equality and equity in all areas, as well as effective monitoring and evaluation mechanisms for measuring progress.

3.1.4 Maputo Protocol

The Protocol to the African Charter on Human and Peoples' Rights on the Rights of Women in Africa (2003) popularly known as the Maputo Protocol, was ratified by Tanzania in 2007. It specifies various elements relevant to Africa in the process of aligning international declarations and conventions. In particular, it reaffirms the principle of promoting gender equality and the full participation of African women. The Protocol calls for a ban on female genital mutilation, women's right to health and reproductive rights, stronger women's rights within marriage, food security, sustainable environment and equal rights for women and men to land, property, education and training, particularly in science and technology.

3.1.5 International anti-corruption instruments

Tanzania is also a signatory and party to several international anti-corruption instruments. Among these are the United Nations Convention against Corruption (UNCAC, 2003 signed on 09 December 2003, and ratified on 25th May 2005) and the African Union (AU) Convention on Preventing and Combating Corruption (AU convention) signed on 5 November 2003 and ratified on February 22nd 2005. The ratification of these instruments means that they have significant influence on the measures that Tanzania would take to address anti-corruption. Enactment of the Prevention and Combating of Corruption Act (PCCA, 2007) is meant to align the national anti-corruption framework with specific provisions in the UNCAC and the AU convention.

3.2 Gender Equality in National Legislation, Policies and Programs

3.2.1 The Tanzania Constitution and Vision 2025

The Constitution of the United Republic of Tanzania demands that the "Government and all its agencies provide equal opportunities to all citizens, men and women alike..." [Article 9 (1) g] and affirms that every citizen "is entitled to take part in matters pertaining to the governance of the country" [Article 21 (1)] and that, "every person has the right to work" [Article 22 (1)]. It further affirms that "every citizen is entitled to equal work opportunity and right on equal terms to hold any office or discharge any function under the state authority"[Article 22 (2)]. The Tanzania Development Vision 2025 assures "A high quality livelihood for all Tanzanians that is expected to be attained through strategies which ensure the realization of gender equality and the empowerment of women in all socioeconomic and political relations and cultures" (Tanzania Development Vision 2025:12). However, no concrete strategies are provided to achieve the said goals.

Similarly, the Zanzibar Constitution Article 2, 9(c), states that all citizens have a right to participate in their government affairs in accordance with the provision of the Constitution. Section 3 Para 21 (1) provides that all citizens have a right to participate in leadership positions either directly or through elected leaders. The same article provides that all citizens of Zanzibar have a right to work and right to equal opportunity within the framework of the equality principle, and furthermore, that all people are entitled without any discrimination to equal remuneration for work done. Section 21 of the Constitution of Zanzibar further states that all people should be treated equally in acquiring posts instate leadership, directly or through representation by being elected freely under the state authority of Zanzibar.

3.2.2 The Tanzania Long Term Perspective Plan (LTPP) 2011/12-2025/26

The LTPP is regarded as an important vehicle for the implementation of the Tanzania Development Vision 2025 which emphasizes Tanzania's cherished goal of becoming a Middle-Income Country (MIC) through eradicating poverty, ignorance and disease. To enhance gender equality the Plan seeks to ensure that the national policies:

- Encourage women's participation in leadership in the economic, social and political arena;
- Identify women as a special vulnerable group in all economic policies and improve the working environment for women in all economic sub-sectors
- Provide a special emphasis on women's education at all levels;
- Set up efficient community level and national level initiatives to curb domestic violence;
- And promote access of women to economic assets and finance.

The Guiding Principles for the objectives of the LTPP interventions are:

- The empowerment of women as an effective method of bringing forth development in the society on various fronts; and
- A special recognition of women as being more vulnerable to many development challenges such as poverty, climate change impacts, HIV/AIDS and other diseases.

The targets of LTPP for the next 15 years are to:

- Attain a 50/50% ratio (of women to men) in political and leadership positions by 2025;
- Improve the performance of Tanzania with respect to the gender inequality index;
- Considerably improve women's enrolment and retention rates across all levels of education;
- Increase women's participation in public services from the current level of 22% (2010) to over 40% (2025).
- Enhance gender equality and empowerment of women in all health parameters;
- Promote equitable access to water; and
- Promote and protect human rights and observance of the rule of law.

3.2.3 National Strategy for Growth and Poverty Reduction

The National Strategy for Growth and Reduction of Poverty (NSGRP II/MKUKUTA) and Zanzibar Strategy for Growth and Reduction of Poverty (ZSGRP II/MKUZA) run for the period 2010/11-2014/15. Both strategies address gender as a cross cutting issue to be mainstreamed across all sectors. Overall gender related strategies and activities are addressed in NSGRP II and ZSGRP II particularly in Cluster II, with strong results orientation. The Strategies' implementation guidelines demand the capture of timely and reliable sex disaggregated statistics

as a strategy of addressing and promoting gender equality and equity in national development agendas. They depict big gender benefits if gender equality issues in cluster strategies/interventions are made visible, especially at the budgeting and outcomes-monitoring level.

In the implementation of MKUKUTA-I, Tanzania put in place sound management of the economy by instituting a fiscal mechanism to improve Public Finance Management, and strengthening monitoring tools and instruments from a gender perspective. These include the Public Expenditure Review (PER), Public Expenditure and Finance Accountability review process (PEFAR), as well as the Medium Term Expenditure Framework (MTEF). Others are: initiatives to establish credit information data bank, Public Expenditure Tracking Surveys, (PETS), strengthening the office of the Auditor General and making the report public and popular. Measures have also been taken to institute fiscal decentralizations through granting local government authorities powers to mobilize resources and implement programs based on participatory planning. All this notwithstanding, the MKUKUTA-I gender assessment revealed none of the MKUKUTA Monitoring Reports had gender disaggregated data for all the 36 earmarked indicators. The best was PHDR 2007 with 18 out of 41 or 44%. The worst were the Policy Briefs, 2005, with 3 out of 41 or 7%. The indicator most often reported on was maternal mortality, followed by adult literacy (REPOA 2009). Challenges noted included the following: around capturing sex and gender disaggregated results could be associated with; difficulties in getting reliable and valid data, lack of knowledge about the existing data, data exists but is not used, inadequate capacity for gender analysis, gender neutral process for the preparation of the MKUKUTA Monitoring Results and lack of accountability to gender equality and female empowerment. However, these frameworks and challenges provided the basis for better gender results in MKUKUTA-II.

MKUZA-I achieved positive results in education, infrastructure, water, anti-malaria, and health systems, particularly improvement in child & infant mortality and TB cure rates. However, growth was far lower than expected and resources less than required¹⁴. MKUZA II is expected to focus on review of key legislation to strengthen accountability and transparency including the Right to Information Act; modernizing media legislation to strengthen media freedom and developing more effective strategies for dealing with corruption. While there was less emphasis on a human rights based approach to programming, MKUZA II is expected to make headway on that including improving the government's role as duty bearer and increasing protection for children and women.

3.3 Gender Equality Coordination and Development cooperation

3.3.1 Policies and strategies on women and gender development

MCDGC and the Ministry of Labour, Youth, Women and Children Development (MLYWCD) are described as the national gender machineries in Mainland Tanzania and Zanzibar respectively. As such these ministries are mandated to monitor and evaluate the implementation of international and national policies, programs and interventions; and to track progress towards

¹⁴RGoZ, President Office Finance, Economic Development and Planning (2012). Zanzibar Strategy for Growth and Reduction of Poverty (ZSGPR II), Zanzibar.

gender integration within their jurisdiction. Both Ministries are responsible for gender mainstreaming, professional backstopping and reporting on regional and international commitments relating to gender development. Within the Women and Gender Development Policy (2000), strategies, programs and projects have been instituted to bridge gender gaps and empower women. Such measures to empower females include affirmative action at parliamentary and councilor levels, providing remedial classes to girls to raise their level of competence before they officially begin college studies and provision of scholarships and material needs. This affirmative action sets the framework for addressing outcomes of gender inequality such as the small number of women in leadership and decision making positions and girls being registered in higher education.

The gender mainstreaming mandate of the MCDGC and the MLYYWCD was perceived to be weak and problematic by several interviewees, based on their low capacity to enforce gender accountability within other Ministries and Departments. *“.....Women and men need more awareness of development benefits of gender equality and empowerment of women and youth such that demand for developments and rights emerge from the communities. A bottom-up empowerment is required to catalyze for demand driven development”*(Interviewee ZnZ 2012)

3.3.2 Gender Focal Persons

In view of the fact that gender is a cross cutting issue, Gender Focal Points (GFPs) have been established and institutionalized in Government Ministries, Independent Departments and Local Government Authorities. Gender Focal Persons from all Ministries meet on a quarterly basis through the Gender Mainstreaming Working Group-Macro Policies (GMWG-MP) convened by the MCDGC on the Mainland. The GMWG-MP is made up of GFPs from Ministries, members of the academia, representatives of Civil Society Organizations (CSOs) and Development Partners. Gender equality interventions within Development Partner and Donor levels are coordinated through DPs-WG on Gender.

The MCDGC executes its roles and responsibilities through Community Development Workers located in all Regional Secretariats and Local Government Authorities. The Ministry has close collaboration with NGOs and CBOs who are doing well in gender activities (MCDGC Strategy 2005). The National Strategy for Gender Development was put in place to ensure effective implementation of the Women and Gender Development Policy. All sector Ministries have special focal persons for promoting gender issues in their respective systems. MoEVT, MHoSW, and Ministry of Agriculture, Food Security, and Co-operatives (MAFC) appeared to deal relatively extensively with gender mainstreaming issues. The main tasks for the GFPs revolve around internal gender capacity development, advocacy and sensitization, in particular in connection with integrating gender indicators and other cross cutting issues (HIV/AIDS and the Environment) into plans and monitoring their implementation.

In Health (Tanzania Mainland) a Gender Focal Person was assigned to the Department of Policy and Planning under the M&E Section. The current Focal Person has been in this position since 2008, during which time she managed to achieve sensitization on basic concepts of departmental Gender Focal Persons and a few MOH HQ staff. As a step towards mainstreaming, a Gender Committee for the Sector was established through the appointment of Gender Focal Persons in

respective Ministerial Departments. The intention was to hold regular Gender Focal Point meetings but this did not happen because gender was neither a fulltime nor a core responsibility of the Ministry's Gender Focal Point.

The Ministry of Health in Zanzibar has a GFP operating under the Department of Policy, Planning and Research. When the Department of Social Welfare was still under the Ministry, it had a team of 12 GFPs in various departments. But since the split of MOH and Social Welfare and the departure of some GFPs (HIV, Drug Abuse Prevention, Chief Government Chemist, Malaria Program) there are position gaps and hence a non-functional system. The establishment of One-Stop Centers at health facilities and gender desks at police stations as pilots (Zanzibar, Mbeya, Iringa, and Dar-es-Salaam) has offered opportunities for learning practical lessons of women and girls' empowerment in relation to response services for GBV survivors. The Ministry does not avail funds for gender activities since they do not fall in the category of core functions. In the midst of competing priorities in a resource-constrained environment, these activities are starved of funds.

The Ministry of Education and Vocational Training (MoEVT) has a Medium Term Strategic Plan for Gender Mainstreaming 2010/11-2014/15 which addresses a number of gender related issues that impact on access to education. The strategic objectives for 2015 are set to provide gender responsiveness in policies, programs and plans, administration and management as well as monitoring, evaluation and research tools, the educational curricula and pedagogy at all levels. Provisions for allowing girls to return to school after delivery have been included in the draft revisions to the Education and Training Policy. Re-admission guidelines have been prepared and are ready for implementation once the revised Policy is approved. However, the Strategic Plan was approved only in 2012 and is yet to receive budget allocations from Treasury. Nevertheless, a few projects, among them TUSEME¹⁵ have been supported by UNICEF. The MoEVT is determined to link and network with all education stakeholders on gender issues (MoEVT 2010).

Monitoring progress on gender is not systematic since no sector level indicators on gender have been agreed and set for inclusion in Sector M&E. Disaggregation of health data to enable analysis of outputs, outcomes and impact by age group and sex has been addressed in DHIS- II, But limited functionality of the structure is evident in the low attention given to gender equality, female empowerment and male engagement in the sector planning and budget allocation.

3.3.3 National Implementation Status

Although there is no specific plan to implement CEDAW, Tanzania has included most of its components in various laws and development plans. For example, she has passed three laws that promote women's rights i.e. the Sexual Offences (Special Provisions) Act (SOSPA) of 1998, the Land Act of 1999, and the Village Land Act of 1999. Various sector plans such as Education and Health have mainstreamed elements of CEDAW and defined gender-specific targets". For both the United Republic of Tanzania and the Revolutionary Government of Zanzibar, policies

¹⁵Tuseme was initiated at the University of Dar es Salaam, Tanzania, in 1996 and enhanced by FAWE with gender-in-education and life skills components. The project trained girls to identify and understand the problems that affect them, articulate these problems and take action to solve them. Through drama, song and creative arts, girls learn negotiation skills, how to speak out, self-confidence, and decision-making and leadership skills.

concerning gender and women's development have been put in place. These policies provide stakeholders with direction and guidelines for advancing gender issues socially, culturally, economically and politically. These policies have acted as a springboard from which laws and programmes relating to the critical areas of gender equality concern have taken off. Thus, for instance the Constitution of the United Republic has been amended to provide an increase in women's representation on the basis of proportional representation. The affirmative action, which had been institutionalized in the constitution, was further expanded in the constitutional revisions (30% Parliamentary level and 1/3 at councilor level) in order to increase women's representation in political spaces.

Tanzania has also institutionalized the implementation of a gender-sensitive analysis of budgets, thus allowing assessment of how a budget impacts on women and men. Without such an analysis the gendered impact of particular budget items may not be recognized.

However; some interviewees expressed low opinion about MCDGC's relevance and capacity to coordinate for gender equality and women's empowerment in general. The Ministry staff that were met felt that, it plays a relevant role in gender transformation, and that, it is a process that takes much time for significant results to happen. Some people within other Ministries, Institutions and at community levels viewed the MCDGC as weak in strategically implementing her mandate as coordinator of gender equality, women empowerment and children issues.

According to research done by UNIVERSALIA (2010), There was a significant disconnect between the level of resources that MCDGC indicates it needs to carry out its mandate, and the amount of resources available from either government or external sources. This mismatch contributes to her low efficiency and effectiveness.

The global and regional commitments provide many opportunities for MCDGC if well resourced, (in both competent and committed personnel and material/financial) to take leadership for gender equality (GE) by advocating for and influencing country level policy, holding government sectors and other stakeholders accountable for GE commitments, advocating for increased GE financing and improved reporting on results.

Despite these commitments, challenges for gender equality remain in Tanzania. According to the UN in Tanzania¹⁶ the country ranks "125th out of 155 countries on the gender related Development Index for 2009". A more recent analysis,¹⁷ however, reports that Tanzania ranked 119th of 145 in 2011 on the Gender Inequality Index, which places it between its neighbors Uganda (116th) and Kenya (130th)¹⁸. The Human Development Index places it 152nd of 187 countries, with a score above the regional average for Sub-Saharan Africa but again between its neighbors (Kenya at 143 and Uganda at 161).¹⁹ The 2008 Gender Empowerment Measure puts Tanzania at 48th place out of the 108 countries measured.

The UN (op cit) further observes that "women also face challenges in economic empowerment and access to decision-making at all levels and there are many laws and customary practices that remain discriminatory against women. These include most of the customary laws, the Law of Marriage Act of 1971 and the laws of inheritance. Women continue to be more likely than men

¹⁶www.google.co.tz/tz.one.un.org/index.php/core-commitments/gender.

¹⁷USAID, 2012. Gender Assessment for the Tanzania CDCS.

¹⁸UNDP 2011.

¹⁹ Ibid.

to be poor and illiterate, to be subject to gender-based violence and usually have less access than men to (good quality)²⁰ medical care, property ownership, credit, training and employment.”

The 2007 Household Budget Survey in Tanzanian mainland²¹ found that only 28% of rural households were located within 30 minutes of a protected water source; the majority were over a kilometer from the nearest source of drinking water during the dry season. Nearly a quarter of rural households reported that collecting water took over an hour. The survey also found that 73% of Tanzanian households use firewood as the main source of energy for cooking. Inequity in gender division of labor allots the tasks of collecting water and firewood to women and girls in most rural settings and among the urban poor.

Additionally, according to the 2010 DHS, almost half (45%) of women aged 15 to 49 have experienced either physical or sexual violence some time in their lives, while one-third of women (33%) of the same age have experienced physical violence in the previous 12 months. Although there is will on the part of the government to curtail GBV, lack of capacity and resources are still a big challenge. Harsh legal punishment is in place for sexual violence, including FGM/C, but no law specifically addresses domestic violence²².

Tanzania is on pathway, though slow in some sectors towards reaching the MDG targets. The high drop-out rates for girls and gender disparity in secondary and tertiary education remain a concern. Maternal mortality remains high and the burden of HIV is still heavy, with higher infection rates in women than men. The higher rates of HIV infection among women are due to sexual networking and multiple partner behaviors, low practice of safe sex and limited access to family planning. Some of these result from victimization by GBV.

Women in Tanzania face many issues similar to their East African peers: they work longer hours, are paid less, have fewer years of education, and have less decision-making power than their male counterparts²³. Apart from other responsibilities, women are responsible for crop production and domestic work. Women are also responsible for livestock keeping and related activities including milking, marketing and processing - 74% of the agro enterprises labour force is women. They work in offshore fisheries and are also responsible for food preparation, fetching, harvesting, and transportation and storage activities. Some of these responsibilities are implemented with their partners, but mostly it is the women who do the work. However, decision making at the household level is male dominated. Though women are the main producers, they have a minimal share of the benefits. They have limited access to production resources and little control over the proceeds of their labour.²⁴

There is relatively more sensitivity and acceptability (as illustrated by higher numbers) to females being in positions of leadership in political decision making in public and private, and at local and Parliamentary level. Opportunity for female progress remains in ensuring quality and educational parity beyond primary school, meaningful political participation and equal economic opportunities.

²⁰Addition in brackets by authors.

²¹National Bureau of Statistics, 2009. *Household Budgeting Survey 2007 – Tanzania Mainland*. <http://nbs.go.tz/tnada/index.php/catalog/2>

²²National Bureau of Statistics. 2011a. *Tanzania Demographic and Health Survey 2010*.

²³USAID, 2012. *Gender Assessment for the Tanzania CDCS*.

²⁴RGoZ, Vice President's Office, Dr. Raewyn Porter. 2011. *Gender and Land Report, Sustainable Management of Land and Environment, Zanzibar*.

Government coordination of development support at the district level remains a challenge. All the districts visited during the study had little knowledge of activities undertaken by DPs and many of the CSOs (though those activities complement government efforts). In Mtwara, it is only recently that a project coordinator was appointed under the department of community development, but the coordinator lacks a budget. In Zanzibar, the Ministry of Labor, Youth, Women and Children Development, was not aware of USAID support to Zanzibar although all programs complemented their plans and strategies. Also, plans developed by CSOs were not shared with district level officials; this was the case in both Mtwara and Morogoro. This reflects a shortcoming in gender coordination not only among sectors and ministries, but also within the Government. This was evident through the MLYWCD not being actively involved in the designing of reform programs, in data collection with the Office of statistics, and in the Kilimo Kwanza initiative. Amongst CSOs as well further synergies are needed. In Mtwara, CSOs such as SHIDEPHA+ were not aware of the work of FAWOPA although their work would have complemented each other. But SHIDEPHA+ was aware of the work of CHAMPION and acknowledged to have been involved in implementation but not planning. FAWOPA and MSOAPPO in Mtwara were both aware and had actually worked with CHAMPION.

As seen in the section above, the major challenge for the Government of Tanzania is integrating gender as a key variable in social development programs and projects, and reporting results based on progress of the international, regional and national standards.

With Development Partners' support, programs such as RCH/FP and HIV/AIDS are ahead with specific activities such as GBV response, male involvement in RCH/FP (reversing male opposition) through FP/HIV integration. Quarterly GBV Technical meetings are convened under the RCH program supported by USAID implementing partners.

However, there may be lost opportunities in pushing for greater government accountability to gender equality, especially where the Mission does not engage in direct policy and technical dialogue with Government on sector issues. The SWAP mechanism facilitates coordination and harmonization of programs and technical and financial support in the Sectors. The National Annual Policy Dialogue facilitated by the MKUKUTA and MKUZA thematic Technical Working Groups makes significant contributions to the Sectors Policy dialogue and strategies, an opportunity for pushing forward new paradigms and advocating strategic positions such as elevating the profile of gender within sectors.

The Aid Management Platform System enables government as well as DPs and other stakeholders to see the total DP resource envelope for development. This facilitates decision making and priority setting that may increase chances for influencing gender interventions. Support to gender equality, women empowerment and male engagement is almost universal amongst DPs championed by the DPG-Gender.

Despite these integration and coordination efforts, gender equality is not addressed holistically. It is generally regarded as an issue for the Ministry of Gender, Community Development and Children. One reason for this perception could be the limited understanding among policy makers and implementers of the concept of gender integration and gender mainstreaming. Most policy analysts and lawmakers need thorough understanding and practical application of key gender concepts and analysis. Positioning of Gender Desks in ministries, agencies and departments is important, but the desks are not sufficiently resourced both in material and human

capacity to influence gender integration in policies, strategies, plans and budgets and in their implementation.²⁵ Junior Councils for Children are a good example. The Councils were established by Government in 2002 at both national and district levels. There is equal representation for boys and girls across all regions and districts. However, the councils lack sufficient technical and financial support to advocate for issues that affect girls and boys such as child abuse.

Gender integration requires concrete strategies and appropriate assignment of roles and responsibilities for one to be congruent with the good will and good intentions of gender equality and females' empowerment. In the following section we look at the findings from specific USAID programs.

4. Findings on Gender Equality, Female Empowerment and Male Engagement

USAID gender equality concerns are guided by the USAID Gender Equality and Female Empowerment policy 2012. It therefore has to take measures to put the policy into practice by integrating gender in the development programs. The USAID gender analysis is led by the framework set by the Gender Equality Policy of USAID which places gender equality and female empowerment at the core of achieving developmental goals. The Gender Equity Policy defines gender equality beyond numbers and laws, stating that it is about expanding freedoms and improving the quality of life. Further female empowerment is conceptualized in terms of power, rights and ability to fulfill their potential. Quoting from USAID²⁶:

“A long-term, sustainable development will only be possible when women and men enjoy equal opportunity to rise to their potential. But today, women and girls continue to face disadvantages in every sector in which we work, while in some cases, boys are falling behind. In agriculture, women make up more than 40% of the labor force, but only represent between 3 to 20% of landholders. In Africa, women-owned enterprises make up as little as 10% of all businesses and in South Asia, only 3%. And despite representing half the global population, women comprise less than 20% of the world's legislators.

If we can erase these inequities and put women on equal footing with men, we know that we can unlock human potential on a transformational scale. Just by empowering women farmers with the same access to land, new technologies and capital as men, we can increase crop yields by as much as 30% and feed an additional 150 million people. For decades, USAID has been leading global efforts to achieve gender equality. While great strides have been made, gender inequality remains a significant challenge across every development initiative worldwide, from education to global health.”

4.1 Gender in Sector Programs and Implementing Partners

All implementing partners felt that their programs have the capacity to address gender. That is a great starting point. Therefore the purpose of the interviews was to do a joint self discovery on

²⁵Opcit.

²⁶<http://www.usaid.gov/what-we-do/gender-equality-and-womens-empowerment>

how to enhance gender equality, female empowerment and constructive males' engagement, strategies and challenges involved in them. They involved brainstorming in trying to understand how the respective programs operated. The implementing partners were also willing to provide useful documents and data on their programs and other related issues. These documents included reports, case studies and profiles of success stories. The gender analysis is not a review of these implementing partners but about uncovering how gender can be better addressed by USAID through sectors management programs. Understanding the programs was but an entry point. This section will look at each USAID Sector in turn, beginning with an analysis of the macro level context and concluding with micro level findings that informed the recommendations in the following section.

4.2 Sector Specific Findings

4.2.1 Global Health Initiative

Implementation of Health Sector Policy, Legislation and Development Programs

Implementation of policy and legislation is generally weak as evidenced from feedback from the district level stakeholders. Rights of women and children are neither explicit nor appreciated by either government institutions or the community. There are still high levels of violence against women and children in both Mainland Tanzania and Zanzibar. With the marginalization of these rights the voices of women, children and other marginalized groups are not heard in public space.

Health Sector Policies and Legal Framework

There is potential within the sector for gender sensitivity but it lags behind in terms of practical examples within the public health services domain. Fees for service exemptions in favor of vulnerable groups and services for expectant mothers (antenatal, natal and post delivery) have been pronounced but putting this into practice has been problematic. The promised prioritized funding for gender is not yet a reality.

These problems have been experienced possibly due to first, deficient articulation of the socio-cultural context of gender norms, relations and division of labor in the HSSP III; and secondly, lack of attention on the need for sensitization on gender integration and programmatic interventions for strategic managers, providers, and community officers.

The health sector in Tanzania mainland is guided by a comprehensive framework for reform. It focuses on decentralized health planning and management, sector coordination through an intra-ministerial technical committee under the Health Sector Wide Approach (SWAP) and a DPG-Health keeping track of alignment and harmonization in the sectoral context. Thematic health working groups housed within the Ministry of Health and Social Welfare deliberate on and process key reform agendas for clearance through the SWAP Technical Committee for onward presentation at Health policy and sector strategy consultations (The Joint Annual Health Sector Review). The working groups are responsible for coordinating sector studies, developing the sector strategy and preparing health sector plans. There is no working group on Gender in the health sector; noteworthy is the presence of DPG Gender.

About 90% of the population lives within five kilometers of a primary health facility, an important factor considering the burden of care and need for ready access for women and children. Many youth are lacking knowledge and information regarding sexual and reproductive health. This knowledge gap increases their vulnerability to early pregnancies and HIV and AIDs. Among youth aged 15-19 years only 35% of young women and 39% of young men have comprehensive knowledge of HIV/AIDS (TACAIDS compilation²⁷).

4.2.2 National Primary Health Development Program (MMAM)

MMAM is a 10 year Primary Health Development Program (2007-2017) aimed at establishing a primary health facility (dispensary) in every village and a Health Center in every Ward in Tanzania. Equity of access to basic primary health care services is the major public health benefit to accrue from the program if the considerable capital investment costs are met. Considering that the heavier burden of disease (HIV/AIDS, STIs, TB, and Malaria) and most of disease prevention services (immunization, antenatal, natal, postnatal care services) are borne by women and children, the MMAM would indirectly empower women. It will also create and enhance possibilities for male involvement through programs such as family planning, VCT, male circumcision as well as primary and secondary prevention of STIs.

4.2.3 Health Sector Strategic Plan III

The Health Sector Strategic Plan 2009-15 (HSSP III)²⁸ created the space for establishing a Monitoring and Evaluation Section within the Department of Policy and Planning. It is within this section that gender is placed as a coordination function under a Statistician. The HSSP III identifies gender as a cross cutting issue (captured as chapter 5 of the strategy) within the sector but does not elaborate its organization as such. Section 5.3 of the HSSP III is dedicated to gender concepts, approaches to gender sensitivity and gender and health. The opening discussion is on the gender equality principle.

National Health Policy

The 2006 National Health Policy for the Mainland pronounces gender sensitive basic health services in the mission statement and dedicates section 7.16 of the English (draft) version to gender equality. Attention to gender is addressed in the context of vulnerabilities in section 6.6 of the Kiswahili (final) version. Gender equality is specifically stated in item 6.6 (c) item (iv) which refers to representation in decision making organs such as Boards and Health Committees. The policy emphasis on gender can be surmised from its capture as a cross cutting issue in the HSSP III.

Zanzibar's reviewed Health Policy (October 2011 version) prioritizes gender and human rights in section 3.2.1 subsection (ii)i and presents it as a cross cutting issue in section 8.12.

²⁷TACAIDS. Youth and HIV/AIDS: Data from the 2007-08 Tanzania HIV/AIDS and Malaria Indicator Survey (THMIS)

²⁸ Health Sector Strategic Plan III 2009-2015. Partnership for Delivering the MDGs, pp 40-41.

National Health Services Act (Draft Bill 2009)

The draft Act provides for equitable access and distribution of services and sets the scene for promoting health insurance and cost sharing. It is however not explicit about universal coverage for achieving equality in access opportunities. Attention to gender equality comes through even though on a limited scale (women representation is mentioned explicitly only for representation at Regional Referral Hospital Boards and District or Municipal Council Health Services Boards), indicating limited application of gender concepts amongst higher level management and sub-district level. Gender equality is not mentioned in this legislation which makes a comprehensive coverage of all health service planning, financing, provision and management.

National HIV-AIDS policy

The gender content of the National Policy on HIV/AIDS (September 2001) features in section 5.15 on heterosexual aspects of HIV transmission. The policy gives emphasis to gender equity but makes no mention of gender equality. The policy remains weak by positioning safe sex practice in the realm of negotiation instead of pronouncing it as a norm towards curbing the transmission of HIV. Having been developed before the era of Care and Treatment and Universal Access to ARTs, the policy clearly shows a need to be updated to tackle new challenges. Attention to more recent focal themes such as prevention through focusing on key populations has been given in the reviewed and updated draft policy (September 2011)²⁹. This updated draft has a whole sub-chapter (6.2) dedicated to gender with clear pronouncement of gender equality as well as gender based equity and an explicit call for action against gender-based violence. But since it is still a draft document it cannot yet be relied upon as an official position. Interviews could not confirm gender integration having happened in the NACP in Mainland Tanzania. However, it is encouraging to note this has taken place in Zanzibar AIDS Control Program guided by a gender mainstreaming operational plan³⁰. A gender operational plan for HIV response produced and issued by TACAIDS³¹ was evidently in use at Shinyanga Municipal Council, but the NACP informants could not confirm having seen this mainstreaming operational plan! A major policy level issue is the heavy donor dependency of HIV/AIDS work³² which may undermine the prospects for home grown solutions and discourage initiatives that should be within the capability of government, such as gender integration.

The comprehensive guidance on management of HIV and AIDS covers gender dimensions within it in the section on HIV and AIDS in pregnancy.³³ There is no mention of gender related management aspects such as stigma, discrimination, and GBV. The HIV and AIDS (Prevention and Control) Act of 2008 is gender responsive and prohibits stigma and discrimination. It is commendable that the National HIV and AIDS response report for Tanzania Mainland (2010)³⁴ has surveyed and covered the issue of gender and HIV & AIDS. Prevention of HIV/AIDS at the

²⁹URT, PMO 2011. National HIV and AIDS Policy – Draft.

³⁰RGOZ, MOLYWCD, 2009. Zanzibar Gender Mainstreaming Operational Plan.

³¹URT, PMO TACAIDS. Gender Operational Plan for HIV Response in Mainland Tanzania (2010-2012).

³²<http://tzdpg.or.tz/dpghealth.Strategic> HIV/AIDS issues presented to DPG MAIN

³³URT-MOHSW 2012. National Guidelines for the Management of HIV and AIDS. NACP Fourth Edition. Cap 11.

³⁴URT – PMO TACAIDS, 2010. National HIV and AIDS response report 2010 for Tanzania Mainland. Cap. 9.

work place is still lagging behind in implementation as sectors have not given it the desired thrust and priority in implementation actions. Insufficient provisions for post-exposure prophylaxis places many care givers (the majority of the exposed are health sector nurses who are predominantly female) at risk.

GBV policy and legislation

Policy guidelines on Gender Based Violence (GBV)³⁵ are in place supported by the One UN JP 2, USAID, MCA and other stakeholders' initiatives. Almost concurrently, National Management guidelines for the health sector prevention and response to GBV³⁶ were outlined in September 2011. GBV has been the main tangible action thrust on gender in the health sector whose implementation has begun to involve other key sector stakeholders such as the Judiciary, Home Affairs, the Ministry of Community Development, Gender and Children, and Local Governments. At policy level, the emphasis is on the response to GBV (prevention is addressed by other stakeholders).

Planning interventions to address gender equality, women's empowerment and male involvement has been limited given the absence of thematic guidelines apart from the recently elaborated Gender-Based Violence (GBV). Since September 2011 the latter is informed by policy and management implementation guidelines but neither of these key documents is available at MOHSW departments, Regions, Districts and even projects where GBV work is ongoing, although at the RCH program the GFP reported these having been disseminated in 7 regions (covering regional and district managers in Mara, Mwanza, Mbeya, Kagera, Iringa plus Njombe, Shinyanga plus Simiyu and Dar-es-Salaam).

There was no specific report to be shared on progress with gender in the health sector overall and in key programs specifically. Regarding analytical work or studies relevant to gender, Focal Points referred to individual dissertations; studies initiated by the ministry itself do not seem to exist. NGOs seem to be much further with gender-related work compared to the public sector. Experience sharing is evident but not to the optimal intensity level of attaining rapid scale-up or adaptation of good practices.

In RCH some attempt to push forward male involvement has been made through advocacy that male spouses/partners should accompany their female spouses/partners to RCH clinics, males adoption of family planning methods appropriate to them (emerging increase of vasectomies in Dar and Kigoma), advocacy for development of One Stop Centers to handle GBV and VAC cases, FP/HIV integration to provide services (e.g. VCT) that motivate men to come. But on the whole gender mainstreaming is still limited in terms of response, infrastructure and adjustments to operating procedures.

Males' acceptance to accompanying their spouses to RCH clinics has begun to be observed amongst young couples, (Iringa RCH Clinic, Morogoro Urban RCH and Ligula Hospital Mtwara Clinics testimonies). CTC Clinics are patronized by females in most cases; the strategy to secure

³⁵ URT – MOHSW, 2011. National Policy Guidelines for the Health Sector Prevention and Response to Gender-Based Violence.

³⁶ URT-MOHSW, 2011. National Management Guidelines for the Health Sector Prevention and Response to Gender-Based Violence

more male attendance through HIV/FP integration is said to have begun to take effect, albeit slowly.

Gender is perceived as an externally driven agenda and thus home grown innovations to move it forward are rare. Collaborative work with Muslim leaders in Zanzibar is evident with a tangible contribution in the Islamic Faith Position/Guide on Family Planning³⁷.

Constraints to meeting gender related service provision requirements include frequent depletions of essential commodities (FP supplies, Laboratory Testing reagents for HIV, ARVs) and vital equipment and delivery kits due to failures in the Procurement and Supply Chain management system. As shown in Table 3 below, human resources are insufficient to meet the service provision needs in heavily attended clinics.

³⁷ RGOZ, 2011 Uislamu na Uzazi wa Mpangilio.

Table 3: Status of health workers by cadre

Cadre	Establishment	Available	Deficit	%Deficit
Specialist doctors	229	96	133	58.1
Nurse/ NW/PHN II	20,373	9,241	11,132	54.6
Radiographers	197	97	100	50.8
Clinical officers	11,316	5,655	5,661	50.0
Pharmacist/technicians	621	311	310	49.9
AMO/ADO	2,407	1,295	1,112	46.2
Health officers	1,823	990	833	45.7
Laboratory technicians	821	480	341	41.5
Asst. clinical officers/ MCH aides	760	451	309	40.7
Medical doctors	748	469	279	37.3
Nursing officers/PHNA	6,559	4,381	2,178	33.2
Health secretaries	269	196	73	27.1
Others/medical attendants	24,154	18,891	5,263	21.8
Total	70,277	42,553	27,724	39.4

Note: NW= Nurse-midwife, PHN=Public Health Nurse, AMO=Assistant Medical Officer, ADO=Assistant Dental Officer, PHNA=Public Health Nurse Assistant. (Source: Tanzania Health System Assessment Report 2010)

Despite the fact that the Ministry of Health and Social Welfare (MoHSW) has identified key areas/issues in maternal health - antenatal care, family planning, skilled labor attendance and emergency obstetric care - there is no evidence to show that it has critically carried out comprehensive risk assessment related to the gender differential on these key issues so as to determine which ones should be given priority. Maternal Mortality stood at 454 maternal deaths per 100,000 live births in 2010 (op cit). The MoHSW has not translated the national targets for key issues in maternal health to LGAs level; current efforts are to move in this direction.

Table 4: Births attended and maternal deaths

Regions	% Births Attended in Health Facilities	% Births Attended at Home	Maternal Deaths 2009 (per 100,000 births)
Dar es Salaam	80	20	137
Dodoma	59	41	98
Iringa	76	24	71
Lindi	61	39	39
Manyara	37	63	45
Mara	44	56	71
Mbeya	40	60	110
Morogoro	66	34	103
Mtwara	51	49	58
Shinyanga	36	64	153

Source: Maternal Health CAG-Performance Audit 2010

The trend in contraceptive use is rising very slowly and is attributed mostly to women - 27% for modern methods and 34% for other methods by 2010³⁸. Male acceptance of FP is insignificant in numbers and vasectomies are rare. One field example shows the contrast female sterilization statistics for a quarter of the year was 48 against zero (0) male sterilization³⁹. Analysis of Tanzania Demographic Health Surveys 2004/05 and 2010 data demonstrate as low uptake of modern methods of family planning. The results on condom use show safe sex practices are still challenged for both males and females. With most methods of family planning targeting women, there is usually a less positive effort exerted by men. Men's negative contribution can be appreciated from their domination of choice of method⁴⁰ for their partners, or denying them access; and their reluctance to accept vasectomy.

Tanzania's large young population makes youth engagement strategic. 75% of the population is under 35 years.⁴¹ Within this bracket the immediate prime targets for SRH and FP education, constitute 42%. In five years' time about 16% of the population will become eligible for this education as they will have matured from the age bracket of 5-9 years. Boys' and girls' health needs require special attention in the context of current priority health problems.

³⁸NBS, Macro 2011. Tanzania Demographic and Health Survey 2010.

³⁹MOHSW (Facility Statistics) 2012. Third Quarter. Iringa Municipal District at Regional Hospital RCH Clinic.

⁴⁰This was a consistent finding at all levels amongst all key informants interviewed on this aspect.

⁴¹URT 2011. Tanzania Demographic and Health Survey 2010. NBS and ICF Macro.

The general social and economic situation is by and large similar in the Mainland and Zanzibar except for the rate of HIV infection which is much lower (0.6% in Zanzibar compared to the Mainland rate of 5.7% as per NBS 2010⁴²). The main gender related factors which disproportionately heighten HIV vulnerability, risk and negative impacts among women, men, girls and boys in Zanzibar include poverty, socio-cultural beliefs and practices, ineffective legal framework and limited physiological and individual knowledge⁴³. A higher HIV prevalence has been recorded amongst women compared to men in all age groups in Tanzania, except for age group 35-39 years where men record a higher prevalence. Coupled with more risky sexual behavior amongst men (see table below), and male preferences for younger sexual partners, an intergenerational sex gradient with male sexual networking could be driving the epidemic beyond the MARPs group.

Table 5: Risky behavior amongst population aged 15-24

	Ages 15-24 who had higher risk sexual intercourse	Multiple sex partners and high risk intercourse	Mean number of sex partners
Women	19.9%	0.5%	1.7
Men	79.2%	19.9%	3.1

Source: NBS. Tanzania HIV&AIDS and Malaria Indicator Survey 2008.

The report on gender and HIV&AIDS in Zanzibar⁴⁴ has observed that myths regarding masculinity encourage men to maintain multiple sex partners and engage in risky sex practices as a macho symbol. The masculinity beliefs are communicated to young boys early in their lives, and as they grow up some internalize and ascribe to them. Masculinity places men at increased risk of HIV through less restrictive expression of sexuality compared to females. In the 2008 survey (see Table 5 above). Only 16.9% of males practiced safe sex using a condom. The situation is therefore very risky for those subscribing to masculinity beliefs and their sexual partners.

Table 6: HIV knowledge and prevalence among women and men

	Comprehensive knowledge on AIDS	Knowledge on where to get an HIV test	Knowledge on condom source	HIV prevalence by age and sex 2000	HIV prevalence by age and sex 2008
Women	25.9%	82%	17.5	0.9%	0.7%
Men	27.4%	83.2%	36.2	0.2%	0.5%

Source: NBS. Tanzania HIV&AIDS and Malaria Indicator survey, 2008 (with author improvised last column).

⁴²URT, NBS 2010. Tanzania in figures 2010.

⁴³RGOZ, MOLYWCD 2009. Gender and HIV & AIDS in Zanzibar.

⁴⁴Op cit.

Males refusing to undergo pre-marital HIV counseling and testing increase their fiancées' vulnerability to HIV. There is no law on premarital testing and there is no policy to obligate it. However, premarital testing in Zanzibar has been lauded as one of the most effective practices for controlling the spread of HIV. Discriminatively testing the bride and absolving the groom makes the woman vulnerable to contracting HIV in case the groom is HIV positive.

Predominantly in Zanzibar, extra-marital infidelity of a member in a polygamous relationship increases the vulnerability to HIV of the other members. In 2007 ZAC observed that there is an increase in the number of married women with more than one sexual partner, and these women have relations with men who maintain more than one sex partner – an extended sex network.

Societal judgment is stigmatizing and discriminatory; in some cases infected women were judged, abused, violated, humiliated and abandoned with children, and left to suffer psychological trauma and fear. Subsequently desperation led to some suicides amongst infected women. Traumatizing effects of stigma and discrimination discourage HIV positive pregnant women from enrolling in PMTCT. Women who live in crowded places suffer more when they do not breastfeed; their neighbors suspect them to be HIV infected and they may end up being discriminated and socially excluded.

Where justice does not prevail in divorce cases leading to widow disinheritance, the older divorced women and their female children are sometimes left with no options than to engage in risky sexual behavior, as a means of surviving. Likewise young women are exposed to HIV risk when they marry sexually active older men who are HIV positive and not practicing safe sex. Men who engage in risky behavior at places of leisure are vulnerable; they tend to establish new sexual relationships when they are in social functions which bring together large diverse groups.

From the foregoing it is obvious that groups most affected by gender related HIV and AIDS in Zanzibar include unemployed and economically deprived women and youth, underpaid female employees, men working away from home and at places of leisure, women and wives playing reproductive roles at home, divorced women and their children who are disinherited, persons with disabilities, children living on the streets, child laborers, commercial sex workers, drug users and widows and children living with HIV.

4.3 Gender and Health amongst USAID IPs

USAID has a considerable number of implementing partners in health. No attempt was made to cover all IPs in the areas visited due to time and scope constraints. IPs met in Dar and subsequently their field operational areas were visited. The IPs includes Africare, Futures Group, Engender Health- Acquire, Engender Health – CHAMPION, FHI 360 and Marie Stopes and ICAP.

In the health sector the picture tends to be mixed between IPs that have projects designed with a specific bias and focus on gender (e.g. CHAMPION – male involvement, GBV – in relation to HIV, FP, RH) and those that have minimal or limited gender influence (e.g. malaria). Surprisingly, some IPs had difficulty articulating a gender analysis of their respective project activities, while some used, rightly, GBV as an entry point. The level of clarity on gender analysis in respective projects tended to get better as one descended to field level operations, hand in hand with practical examples of what has been done or should be done on gender equality and male involvement. Partners working in health (Engender Health-Acquire facility audits and BEMONC with JhPIEGO, Marie Stopes FP and GBV) focus more on response and hence aspects of clinical care received emphasis while prevention type interventions (gender equality and women empowerment) received less attention. This division between prevention and response could also have been an impediment in translating gender concepts into practice. Gender equality could still be applied in response type settings by elaborating how a level ground is attained to ensure equity of access to services, and balanced attention is given to males and females when organizing the provision of family planning services. The same argument can be considered with respect to women's empowerment, which does not always have to be in monetary and income generating terms.

4.3.1 Gender Based Violence (GBV) response and mitigation

Futures Group has been supported to implement a “Policy Project” focusing on HIV, GBV, Family Planning and Reproductive Health. The project component on GBV began with an assessment of the magnitude of the problem followed by pilot testing a Drop-In Center in Iringa. In partnership with Policy Project, Marie Stopes has begun work to establish “One Stop Centers” at Iringa and Mbeya Police Health Facilities to address GBV clinical aspects along similar lines with the One Stop Center established in Mnazi Mmoja Tertiary Hospital in Zanzibar. Subsequent to the GBV assessment, GBV policy and implementation guidelines on the same were produced and shared with MoHSW and other stakeholders. The implementation guidelines include an annex of M&E indicators for GBV. In collaboration with TARWOC, Futures Group supported training of GBV Ambassadors at every

Box 1: Highlights of local action on GBV

The counseling sessions with GBV survivors and systematic reach to engage perpetrators present a pragmatic aspect to concrete gender concerns. TARWOC Drop-In Center is situated at Mkimbizi kwa Shayo, Mtwivila in Iringa Municipality. It is a homely place with all basic living amenities to cater for survivors when they come to the center for assistance or shelter/refuge.



Testimony from 2 GBV Ambassadors bears this out:

- Women have enthusiastically accepted the initiative. Although some males have also accepted, some have not warmed up to it.
- Education on GBV has increased community understanding.
- Nassir Mwampeta (Mlandege Ward Ambassador) feels respected by the community due to his role in handling sensitive matters in a humane manner in the community.
- Violence has started to be felt as a taboo in local communities (recalled was an incident where community members reacted in disapproval and chased after a male who had beaten his spouse).
- Survivors getting an effective and more complete service compared to the past where service was haphazard and incomplete.
- Practical demonstrations on economic empowerment and transparency with household financial resources.
- Enhanced understanding of gender relations and roles is emerging. Women are more respected by their spouses now even though this is still early days.

ward in Iringa project districts. The coverage of GBV ambassadors is still limited since the operational level is at wards; there is need for ambassadors at street and village level. A meeting with a small group of the Ambassadors revealed that they are confident and self-motivated to do their work due to the respect they earn from the community; however expectations for monetary support were also expressed. All the same, the counseling work by GBV Ambassadors has come to provide a vital service for GBV victims and reconciling the parties in conflict (see illustration in Box 1). According to GBV Ambassadors' testimony, this is clearly a community level good practice that should be replicated in other GBV prevalent areas.

Along the lines of tracking the leadership aspect Futures Group supported the convening and running of a successful Women Leaders Conference on GBV. It has recently promoted a momentum for change and enhanced capacity to advocate for GBV prevention and response, aspects⁴⁵ that will clearly benefit HIV and FP/RH issues within the government and among citizens. Among the key issues that the policy project has been addressing are widespread HIV-related stigma and discrimination,⁴⁶ pervasive gender-based violence and teenage pregnancy; and limited government financial contributions for HIV and FP/RH programs. Addressing stigma and discrimination is important from a gender standpoint given the limitations women face when it comes to decisions to test for HIV, to disclose their status, to start treatment and to get their spouses to cooperate and do likewise. This underlines the importance of the efforts being undertaken to incorporate stigma and discrimination and GBV in Tanzania's AIDS law.

4.3.2 HIV impact mitigation - Care for MVCs

Africare deals with HIV/AIDS impact: Women vulnerability  poverty and oppression  limited participation in decisions. The socio-economic impact of HIV and AIDS includes a growing number of orphans and vulnerable children (OVC).⁴⁷ Africare facilitates "Pamoja Tuwalee" program focused on MVCs. It has been noted that an inadequate MVCs data management system mainly at the lower level and a lack of elderly caretakers and persons with disability within the data management system at the lower level, are some of the major

⁴⁵ Extracted set from 19 recommendations of the Women Leaders Conference on supporting advocacy against GBV held at Iringa March 13-14, 2012:

1. GBV issues should be incorporated into all council plans in the country.
2. A national campaign should be launched to educate the community on GBV.
3. Drop-in centers should be established in all districts and ultimately in all wards in Tanzania.
4. The community should receive GBV education through women's groups and adult education centers in order to eradicate GBV.
5. Before they marry, girls should be sensitized on GBV issues and informed of what to do if/when it occurs so that they are well prepared.
6. The strategies to prevent GBV should be in line with strategies to prevent HIV infection as the two are closely related.

⁴⁶ Through a Rights Based Approach stigma and discrimination are addressed, for example during work with Tanzania Network of Religious Leaders Living with HIV or Affected by HIV/AIDS (TANERELA) and the Commission for Human Rights and Good Governance (CHRAGG)] including collaboration with Ministry of Health.

⁴⁷URT-PMO, 2011. National HIV and AIDS Response Report 2010 for Tanzania Mainland. Cap 5.

challenges in HIV impact mitigation interventions⁴⁸. Within the MVC group Africare also deals with child protection and GBV with a focus on rights of the girl child (such as against rape, etc.).

IPs and local NGOs in Iringa and Mtwara ably described the link between GBV and the incidence of Violence against Children (VAC) and increase in MVC. Within initiatives such as “Pamoja Tuwalee” child rights are addressed in VAC and MVC interventions that include education within child and youth clubs, using artwork to convey GBV & HIV messages through brochures from UMATI, child participation and child rights book from UNICEF, and ‘Zinduka’ model from FHI. The burden of care for MVC still fell heavily on women. Capacity strengthening targeted key community stakeholders, including MVCC members, para-social workers, teachers as well as faith and traditional leaders to take leadership in preventing and addressing GBV from the community to the district level.

Pamoja Tuwalee community volunteers/para-social workers and Mama Mkubwa models have been oriented to help MVC/OVC in the community as well as activate MVCC at every village and use /utilize them effectively to serve MVC. Africare felt that the rights based approach should be introduced in curricula on women’s rights and obligations of men to be introduced as part of constructive male involvement.

Box 2: Key messages for an event

Beating your wife is never justified:

- You can be your family’s hero by keeping your home violence-free.
- Studies worldwide have shown that women who suffer violence have increased risk for HIV, pregnancy complications, depression and anxiety, eating disorders, and suicide.

Forced sex, even with your partner, is violence:

- Wives also have the right to make decisions about their own bodies.
- Real love and affection can only be won without force; good communication between partners leads to respect, trust, and more satisfied relationships.

Violence is everyone’s problem:

- You can earn respect in the community by standing up to violence when you see or hear it.
- Violent communities are less likely to prosper and develop because people fear going about their daily lives.
- The problem of GBV requires both individual and collective action and champions who can effect change in their own lives while they work to achieve change in their communities.

Source: Champion 2012

4.3.3 Constructive male involvement through CATs, MAPs and Couples Connect

The Engender Health–Champion project appeared to have the most practical and well-designed approach to male involvement in facilitating family health. Champion promotes a national dialogue about men’s roles in increasing gender equity, and in doing so reduces the vulnerability of men, women, and children to HIV/AIDS and other adverse reproductive health (RH) outcomes. Community education and sensitization events involve facilitators and Community Action Teams (CATs) that engage in innovative male involvement.

Kuwa Mfano wa Kuigwa is CHAMPION’s mass media and community campaign that aims to change the current social norms of physical and sexual violence in intimate partnerships through mass media and community-based activities. In May 2012, *Kuwa Mfano wa Kuigwa* football

⁴⁸URT-PMO, *ibid.* Cap. 5 sub cap 5.3.

tournaments, bar activations, and road shows took place in two Iringa Districts: Iringa Urban and Mufindi⁴⁹.

At Shinyanga, the fruitful collaboration between CHAMPION and YADEC (Youth Advisory Development Council) was ably demonstrated. While CHAMPION facilitated and supported male involvement activities through the agency of YADEC (Lead Local NGO), the latter extended and consolidated benefits of this learning to Youths and Women through its upcoming and ongoing micro-credit schemes for income generation that covered the CHAMPION project area and beyond.

Male involvement in HIV and gender issues in Shinyanga and Mtwara revealed the following:

CATs formed at district to facilitate

- **Community events** – At these events messages on HIV and gender are shared, followed by, HIV gender discrimination and gender fish bone role play where communication and dialogue on sexuality and sexual relations elicit and create awareness of gender relations and bottlenecks amongst participants from both sexes. The community response has been generally positive - male attendance to RCH has become noticeable at a limited scale; there was a reduction in minor disputes amongst families as couples now talk to each other internally; males now attend health facilities for treatment earlier and for most health complaints unlike in the past where male arrogance prevailed(sourced from ‘Jando na Unyago’). STIs were coming up less often, but now awareness has enabled them to come for care at health facilities. Disputes on ownership of products/income from wealth creation activities are much fewer. Women are now recognized as productive and useful members in economic ventures beyond household and farming occupations.
- **Family Planning (FP) benefits promotion** – Now men understand the danger signs in pregnancy and that they have a role during antenatal, preparation for delivery and transport to delivery point; condom use has increased (female condoms expensive and fewer but perceived worth promoting more given their facilitation of females assertiveness); past myths and misconceptions about FP use have been defused in CHAMPION covered areas through meetings with Faith Leaders and community education. Choice of methods still lies with men but at least amongst those exposed to education there is discussion between couples on methods.
- **Men as Partners (MAP) classes** – Mixed men and women testified that they are now aware of HIV better than in the past. Focus of MAPs is HIV, GBV reduction and those at greater risk of contracting HIV. Participants from local communities are trained for 30 days. MAP graduates do community education and advocacy and establish MAP Clubs which reach out to the community through ward meetings to identify problems and plan problem-solving actions at ward level.
- **Couples Connect:** Through couple’s education, dialogue is facilitated (face to face – knee to knee) on HIV/AIDS and RCH; awareness and safe sex are encouraged, thus breaking the culture of silence between men and their spouses. MAP members

⁴⁹ Champion Quarterly Report; April 1st to June 30th 2012. Contract 621-A-00-08-00011-00

enthusiastically revealed that they now engage in helping bring children to clinics, helping with household chores, enjoying better sexual relations and playing the role of educating others. Early forced marriages are becoming rare, and spouse physical violence has declined due to the Couples Connect education and dialogue exercises.

The Couples Connect, MAPs and CATs activities certainly have aspects that qualify as good practices on **constructive male involvement** that should be shared wider.

4.3.4 Safe Schools

FHI 360 through TUNAJALI generated a lot of stimulus for young persons' involvement (male and female) under the aegis of ISHI campaign. FHI supported the UJANA project which was a Schools related GBV activity undertaken among secondary school teachers, administrators and students– the focus was girls' safety. The project has now been phased out in FHI. It also targeted youths 10-24 on HIV prevention and SRH. "Safe Schools Project" (SSP) was implemented as a pilot study in five districts in Tanzania, the curriculum focusing on gender as part of GBV. *Dada wa leo, Kaka wa leo* curricula addressed gender. The ISHI curriculum had gender sensitization, which implementers claim worked for the targeted young people.

An assessment of the SSP found overall there **are perceived changes in attitudes, knowledge, skills and practices related to school-related GBV among students and teachers**⁵⁰. Because of this project, many students in the schools under study now understand that gender roles, expectations and gender stereo-typing are socially and culturally constructed and sometimes manifest themselves in gender violence both at school and home. It was also noteworthy in the findings that teachers have now changed their attitudes towards the use of corporal punishment. Some may have also stopped having sexual relationships with their female students from the peer and community pressure exerted by the SSP, especially on evidence of the views elicited at assessment... "In general, teachers observed that "students have come to realize that school environment is safer when each plays his/her part by fulfilling intended responsibilities" says one teacher from Abuuy Juma secondary school in Ilala. Other teachers pointed out that unsafe sexual relationships between teachers and students show signs of decreasing and that this has contributed to making schools safer." (Op cit)⁵¹ A teacher from Lua secondary school in Ilala had this to say:

"Currently many teachers have been educated to a great extent, those who used to have affairs with female students have discovered that it is bad and it affects students' education life, and their future⁵²".

A common practice in most schools; teachers perceived that sort of coerced sexual relationship as "Teachers allowances" (TAs). In this case, SSP has not only improved teacher-student relationships, but has also saved many young girls from being victims of sexual harassment and unwanted sexual advances. Through SSP students have become knowledgeable on reproductive health including their reproductive organs and their functions, use of contraceptives such as condoms, Inter-Uterine Device (IUD) and pills, and awareness on Sexually Transmitted

⁵⁰ Lugala, J.L.P et al. 2012. Assessment of the "Safe Schools" Pilot Project in Makete and Ilala Districts, Tanzania

⁵¹ Op cit pp 29

⁵² IDI/Male teacher/Lua sec/Ilala"[Lugala et al, 2012 SSP Assessment report pp²⁹

Infections (STI) and HIV/AIDS. It was also reported that they have become knowledgeable on how to protect themselves against SRGBV. Through a combination of methods the SSP demonstrated that the goal *“To increase the capacity of individuals, schools and communities to prevent SRGBV and respond to its harmful effects”* is achievable in the Tanzanian context. It was the scale up of this initiative that remained a challenge.

Through PEPFAR a good number of IPs have received support to work in HIV and AIDS care and treatment, prevention and impact mitigation with the aim of reducing new HIV infections and morbidity and mortality due to HIV and AIDS, as well as improving the quality of life for those affected by HIV and AIDS.

A major challenge has been involving men in CTC - creating interest for men to come and use the opportunity to get counseled, tested and if positive receive definitive care. This has been tried (HIV/FP integration, HIV/TB collaboration), but more time is needed to nurture a new working culture and routine.

Beyond the exemplary work of EH-CHAMPION (Iringa, Njombe, Mtwara, and Shinyanga) and that of FUTURES Group in Iringa, gender mainstreaming in HIV and AIDS for Mainland Tanzania was difficult to track amongst the local IPs. TACAIDS has however provided a guide titled “Gender Operational Plan for HIV response in Mainland Tanzania (2010-2012)” to Council HIV/AIDS Coordinators; the major drawback in operationalizing it has been meager funds.

Gender mainstreaming in HIV and AIDS was clearly articulated for Zanzibar, showing evidence that the ZAC guidance was utilized by ZTLP to create a health sector specific response plan, policies and regulations on gender. This is also a good practice, but needs to be strengthened.

Engender Health has programs on GBV and gender and education; however, the reach is limited and some crucial segments such as schools do not get the information.

In Zanzibar, women’s access to courts higher than Kadhi courts was limited. Despite progress, laws remain unfriendly to women for example in cases of sexual abuse under the Sexual Offences Special Provision Act of 1998 (SOSPA). Settlement of GBV cases out of court between parents, the community and perpetrators made it difficult to apprehend perpetrators and deal with cases with due justice. Although there seemed to be no policy guideline on GBV in Zanzibar, work at the One Stop Centers (supported by donor funding) was guided by a clear working procedures manual with tools such as record and reporting forms included. There is no law covering premarital testing for HIV or against sexual exploitation of young girls. People with disability could be denied legal redress when they fall victim to rape. Child laborers are vulnerable to HIV infection through risky behavior including prostitution; even though child labor is outlawed in Zanzibar the trend of child labor is growing. The legal framework is not strong enough to track, report, punish offenders and rehabilitate, support and care for survivors of abuse and gender based violations⁵³.

⁵³ RGOZ, MOLYWCD, 2009. Gender and HIV&AIDS in Zanzibar: A report elaborating gender related factors.

4.4 Gender and Health in Mtwara

Feedback from stakeholders in Mtwara was that girls continue to face high rates of violence within communities and in households. One of the stakeholders related that in the 100 days after schools opened, one of the schools had 43 girls pregnant; the oldest was 16 years and the youngest 11 years. Girls also experience FGM - in Masasi FGM is culturally accepted. Communities also lacked knowledge on legal procedures and even how to access law enforcement institutions and this contributed to increased complaints against the Judiciary. According to a District Magistrate, women generally faced insurmountable challenges related to access to legal services in Mtwara. They did not report cases of battery or other GBV because in most villages, the police stations were not easily accessible. A large number of women were illiterate and their knowledge regarding their rights was limited. The matrimonial cases lodged by women related mostly to either matrimonial property or inheritance. Many of the criminal offences against women were viewed as culturally acceptable; for example, it was normal for a girl child to have sexual intercourse with a male adult. Although the government has in place statutory laws in support of women ownership of land the recourse to law is not easily available. Legal aid facilities are mainly provided by CSOs.

4.4.1 Challenges faced in health service delivery in Mtwara

The region has an acute shortage of health professionals, some facilities operating with 30% or less of the required human resources and some facilities having no trained personnel.

Table 7: Health personnel distribution in Mtwara Region 2011

Council	Total	MO	AMO	RN	EN	CO	ACO	MCHA	HO	HA	MA
Mtwara Municipal	112	1	3	14	26	18	1	2	5	2	27
Mtwara DC	189	1	1	6	42	41	13	9	10	13	47
Newala	204	2	8	18	47	10	2	2	4	0	103
Masasi	276	4	8	36	63	26	6	9	3	0	121
Tandahimba	243	4	7	19	62	40	2	5	4	3	49
Nanyumbu	119	1	5	12	18	15	5	2	2	1	60
Region total 2011	1143	13	32	105	258	150	29	29	28	19	407
Total for 2009	1201	12	37	138	306	147	17	38	31	33	490

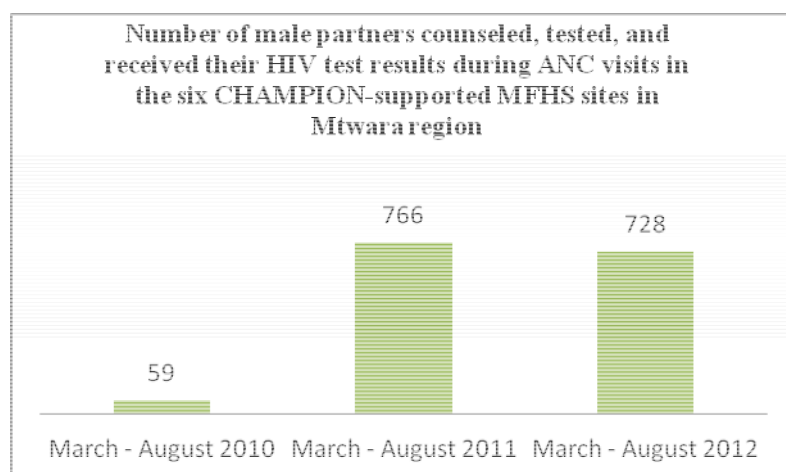
MO-Medical Officer, AMO-Assistant Medical Officer, RN-Registered Nurse, EN-Enrolled Nurse, CO-Clinical Officer, ACO-Assistant Clinical Officer, MCHA-Maternal and Child Health Aid, HO-Health Officer, HA-Health Assistant, MA-Medical Attendant (*Source: Mtwara RCH Report 2011.*)

There is a net decline in availability of personnel between 2009 and 2011. In addition, more than a third of the total health work force comprises Medical Attendants (untrained personnel).

An examination of one case of Mtwara Society Against Poverty (MSOAPO) community work revealed a number of lessons as illustrated in Annex 10.3.

On a positive note: At community level, exemplary work on male involvement has been reported and observed under facilitation efforts of the CHAMPION project whereby Men As Partners (MAPs) study groups have been formed in communities, facilitated by Community Action Teams (CATs) at project Districts (earlier observed for Iringa/Njombe as well). Testimonies of MAPs graduates at Mtwara and Shinyanga Municipality reveal clear male attitudinal changes and assumptions and sharing of roles that have been the domain of women. Sustainability of the MAPs activities calls for Councils to agree to provide support to CATs and others, and thus the need to introduce and gain Council approval and commitment at the onset of the program. At the initiation stages orientation of Council and Communities to rights of women, girls and men in HIV and SRH would enhance their level of awareness.

Figure 3: An example of impact of male involvement



Significant increases noticeable in male partners counseled, tested and received their results during ANC visits is clear evidence of success in male involvement in RCH activities and HIV/AIDS activities, demonstrating the value of HIV/RCH integration in bringing about constructive male involvement.

Source: Engender Health - Champion Project presentation to MEWATA 2012

Ratio of new women committed for PMTCT/ANC services to male partners counseled, tested and received their results during ANC visits in the six CHAMPION-supported MFHS sites in Mtwara region improved drastically from 13:1 in 2010 to 2:1 (Female: Male) in 2011 and 2012. The ratio improved from 13 to 2 due to the recorded increase in male attendees. This improvement was due to increase from 41% in 2010 to 77% total clients (Female and Males) counseled, tested and received results in 2011, showing positive community response to VCT services in the area. There was a drop to 55% in 2012, which may be an indication that, the need was met for most of the local population during the previous year and there were few newcomers to the area. Still this percentage of total clients being men represents successful male mobilization and acceptance.

- CHAMPION's Couple Connect initiative has managed through couples' dialogue an improved method to break the barriers of communication between couples and enhance their internal relations (testimonies from Shinyanga couples). Within this initiative gender relations and norms are modified by couples' consensus leading to balanced division of labor between males and females, mutual assistance and cooperation, decision making based on mutual consultation and avoidance of inter-spousal GBV and improved sexual relations.
- GBV interventions have been established at communities in Iringa with, as already noted above, a Drop-In Center serving survivors in need of care and rehabilitation. Involvement of Local Government Councils in this initiative is a step in the right direction, as long as this is continued to the level of achieving specific financial commitments of the respective Councils as a routine and sustained feature. Looking into the future, one Drop-In Center in a district will certainly be insufficient when more survivors show up for service. An interesting practical example on how to deal with GBV on an effective footing with benefits to survivors and correctional possibilities for perpetrators is in place at Iringa. TARWOC needs to optimize its engagement with the Local Government through the Local Councilors it has trained and worked with.

4.5 *Feed-the-Future and Natural Resource Management*

The Feed the Future FtF) gender analysis reached seven of the nine core implementing partners. These were NAFKA, Tanzanian Agricultural Productivity Program (TAPP), Tuboreshe Chakula Food Processing and Consumption Project, Mwanzo Bora, iAGRI Research and Training Project, Monitoring and Evaluation Project and SAGCOT. The Natural Resource Management programs under USAID have a longer history than the FtF initiative. Four out of the five implementing partners of NRM that were reached were African Wildlife Foundation (AWF), Tanzania Coastal Management Program, World Wildlife Foundation (WWF) and iWASH/GLOWS/FIU. Only the Jane Goodall Institute was not part of the study.

FtF and Natural Resource Management (NRM) are programs found in and around the Southern Agricultural Growth Corridor as well as Dodoma and Manyara. While FtF is in its second year of implementation, the current NRM program has over five years of implementation under USAID. Within FtF and NRM gender is viewed as a cross cutting issue. Thus 48% of the total number of farmers (over 5,500 people) reached within the first year of implementation of FtF were women. Women are being incorporated within all aspects of the program activities. This includes being elected to or standing for leadership positions. As most of the NRM IPs are reaching project completion in 2013, FtF creates justification for integrating NRM within it stating that "environmental degradation and climate change are critical cross-cutting issues that can affect the sustainability of investments in agricultural development and food security, impede long-term economic growth, and adversely affect livelihoods and well being."

It is widely recognized that addressing gender is vital if agricultural productivity and improved food security, natural resource management and sustainable livelihoods are to be achieved. Women in Tanzania have unequal access to land, water, information, credit, technology training and leadership positions. Thus the gender analysis tried to uncover the potentials in further addressing gender issues under the agricultural and environment programs within USAID.

It was generally found that equal distribution of labor among the projects, incorporation of local interest, knowledge, skills and practices and the process of decision making and planning needs to take into consideration gender.

The section begins by giving a background on Agriculture and Natural Resource Management in Tanzania. Then it underlines the major gender components of national and international policy frameworks within which the FtF/NRM programs operate. The third section provides the key findings from the FtF/NRM sectors that are to inform USAID programming in how they engage to address gender equality, female empowerment and male involvement. The findings include both best practices and gaps that can be exploited.

4.5.1 Background: Agriculture and Natural Resource Management

Agriculture, usually termed the “National Backbone”, is still dominated by small-scale farmers. The sector grew at an annual average rate of 3.8% per year between 1990 and 2010, placing it among the top 15 performers worldwide during that period. In Tanzania mainland, about 70% of farming depends on hand hoe, 20% on ox-plough and 10% on tractors⁵⁴. Approximately 98% of the rural women in Zanzibar are engaged in agriculture. In Tanzania mainland, women contribute approximately 80 % of the labor force in agricultural production and the largest proportion of the labor in reproductive household activities. In rural areas, that number rises to 98% for women. In Tanzania, the share of adult population working in agriculture is higher than regional averages, especially for women -: 81% of the female population works in agriculture in Tanzania, compared to 55% in the rest of sub-Saharan Africa⁵⁵.

This notwithstanding, the sector has been identified as a growth driver. Given its role in supporting the rural poor and in reducing malnutrition, agriculture has the potential of lifting many of the poor out of poverty. Moreover, increased food demand in neighboring countries provided further opportunities for agriculture to expand and increase exports to these countries. However, due to a combination of factors, the agricultural sector growth is very slow relative to its potential. The factors include poor infrastructure to support agriculture, inadequate extension services, poor technology, unreliable markets, unfair and uncompetitive prices and environmental degradation. The prevalence of undernourishment, however, first increased and then stagnated in the past 20 years, and progress in reducing stunting and poverty has been very slow.

A gender assessment conducted for Tanzania CDCS in 2012 noted the following:⁵⁶

- Only 29% of formal sector employees are women. As compared to men a higher proportion of women work in agriculture.
- While both men and women farm in rural Tanzania, studies indicate that women spend more time on agricultural activities than men do.
- Tanzanian women hold a scant 19% of land titles and the average size of land held by women is less than half the size of land owned by men.

⁵⁴<http://www.riceforafrica: JICA 2012>.

⁵⁵Leigh, A et al., Evans School Policy Analysis and Research. 2011. Gender and Agriculture in Tanzania, (EPAR Brief No. 134), University of Washington.

⁵⁶ USAID: 2012. Gender Assessment for the Tanzania CDS – Draft.

Agriculture and indeed our livelihoods depend tremendously on the environment. At the same time over the years the ecosystem is being threatened by human activity. The Tanzanian poor will be most affected by climate change and the impact it will have on agriculture. The impacts of climate change are felt by societies regardless of gender. Despite this it is vital to address the woman question when it comes to environmental management issues because climate change will impact women and men differently. The impact of climate change on socio-economic vulnerability and adaptation affects women more since they form a disproportionate share of the rural poor have fewer coping mechanisms and given their role in society for production and reproduction. For example when water sources become depleted or in instances when their quality compromised, it is women and children that are most affected. In sum, climate change undermines national socioeconomic development and efforts to eradicate poverty thus the pressing need to address it.

4.5.2 Agriculture and Environmental Policy Level Instruments and Programs

Agriculture and Natural Resources Policies

Agricultural and natural resource policies are articulated from the international level to the national and local levels. They tend to be comprehensive and explicit, providing an evaluation of gendered challenges within the sector. Despite this positive trend, it was found that gender considerations need strengthening within national level strategies and policies. First, they need to be equally committed to working strategically with smallholder farmers as they tend to be with agro-businesses. Secondly, they need to recognize and address the gap between the theoretical aspects and the implementation of national strategies and policies that address gender issues and specifically, women's access, ownership and use of land and deep rooted perceptions about a woman's role in society. Thirdly, USAID needs to capitalize on the potential it has to engage and influence these Government macro level strategies and policies.

An issue specific to the natural resource management program is the lack of a stand-alone policy/strategy for climate change adaptation in Tanzania. Tanzania will definitely benefit from having such a policy that highlights political commitment to addressing climate change within a holistic program. Instead, an inter-ministerial committee called the National Climate Change Steering Committee is responsible for guiding and overseeing implementation of all climate change activities throughout the country.

At the international level the Government of Tanzania has committed to addressing agriculture and Natural Resource Management. The Comprehensive Africa Agriculture Development Program (CAADP) was adopted by the Government of Tanzania, leading it to create its country plan - the Tanzania Agriculture and Food Security Investment Plan (TAFSIP) - to implement CAADP. CAADP is important because it provides the framework for long-term partnerships between the government of Tanzania and the international community in the agricultural sector. These initiatives hold the Government of Tanzania accountable to addressing gender equality and equity as an important cross-cutting issue. In relation to gender and agriculture TAFSIP states that:

Gender mainstreaming needs to be strengthened in order to increase the benefit obtained from rural labour (men and women) and enhance value addition. In particular agribusiness

investment policy needs to enable all groups to be involved at the high-value end of the market chain. Gender imbalances also need to be addressed at all levels of the institutional framework.

Tanzania ratified the United Nations Framework Convention on Climate Change (UNFCCC) and finalized its Initial National Communication document in 2003. The communication document is an assessment of all greenhouse gas sources and identification of vulnerable sectors and actions to be taken for sustainable future socio-economic development without a further increase in the emissions of greenhouse gases.

At the national level, Tanzania's key strategies and policies are mentioned in brief. The Agriculture and Livestock Policy of 1997 stresses that development in the agricultural sector in Tanzania will contribute to meeting long term national goals and objectives.

Gender discrimination related to land ownership is addressed by two key pieces of legislation—the Land Act No.4 of 1999 and the Village Act of 1999 that came into force in 2001. These instruments give women equal rights under the law to own and use land. This is done within the area of decision making, use, disposal and ownership.

With regards to decisions about the use and disposal of land, the Act provides for women to be part of the decision making structure at a ratio of at least 3/7 of those nominated in the Village Land Council and half the quorum at any Tribunal meeting. Although there have been efforts to enforce this provision, meaningful participation of women has been limited.

The Land Act and its 2002 and 2004 amendments further give women equal rights to own land. The Acts nullify all customary rules and practices that deny women the right to own land, including matrimonial property.

The overall aim of the National Land Policy and the Land Acts of 1999 is to promote a secure land tenure system, encourage the optimal use of land resources, and facilitate broad-based socio-economic development without endangering the ecological balance of the environment. Implementing the Land Law however has been one of the greatest challenges.⁵⁷ Some of the challenges include lack of village land use plans, multiple forms of ownership and negative attitudes towards land ownership by women.

In Zanzibar, through the Land (Distribution) Decree no. 5 of 1996, women can own land owned by their spouses and when they become widowed, they have a right to inherit the land. However, this right is not automatic; all matrimonial relations are governed by Islamic law in Zanzibar (as elsewhere in Tanzania for Muslim marriages), and therefore Islamic laws of inheritance usually prevail in spite of such legal provisions. In such cases, the actual contribution of the woman will be a subject of consideration, otherwise she can only stay in the property for four months and ten days (Edat) and thereafter Islamic law of inheritance will apply. The Land Adjudication Act of 1990 provided for registration of land, but most land is registered in the name of the male partners. Distinct from the first Act which did not put emphasis on ownership by certificate; this Act gives land registration rights to both women and men without discrimination⁵⁸. However, with the limited knowledge of land rights among women, many still do not own certificates.

⁵⁷ Concern Tanzania, K. Baregu. 2008. Implementation of the Land Acts of 1999: Implications for Women and Youth in the Context of Customary Tenure. Dar es Salaam.

⁵⁸ Ministry of Labour, Youth, Women and Children Development, Zanzibar 2008. A study on Gender Based Violence Related Laws in Zanzibar. Zanzibar.

Likewise, the Constitution of Zanzibar of 1984 section 17 provides that no person shall be deprived of the right to property unless it is for national interest. The problem however is that women do not understand their rights under the law.

The Kilimo Kwanza resolution does not specifically address gender, although it's Implementation Framework, under Pillar 8 (on Science, Technology & Human Resources for Kilimo Kwanza), calls for mainstreaming gender in Kilimo Kwanza and developing programs to strengthen the position of women in agriculture.

The Agricultural Sector Development Program (ASDP) is apparently more gender-sensitive. Gender is identified as a cross-cutting and cross-sectoral issue and the ASDP requires districts to formulate participatory funding proposals that comply with policy and regulatory frameworks on such issues. Annual assessment of district-level ASDP implementation performance is also required against criteria that include evidence that local investments meet social and gender standards.⁵⁹ The Policy emphasizes that Government, in collaboration with other key stakeholders; develop special programs for women and youth empowerment. Women's agricultural marketing co-operatives, associations and groups should be supported, promoted and facilitated; participation of the youth in cooperative societies, associations and groups should be strengthened; and agricultural marketing related projects/programs for both women and youth should be established and implemented.⁶⁰

Under the ASDP, investment partners must show how their investments are able to meet technical, financial and economic, social, gender and environmental standards as part of their annual performance assessment.

Natural Resource Management

Before 2012 Tanzania had a number of policies and plans to guide activities related to climate change this included the National Environmental Policy (1997), the Forest Policy (1998), the National Adaptation Programme of Action (2007) the Tanzania Forest Service Agency Strategic Plan (2010-2013) and the National Reducing Emissions from Deforestation and Forest Degradation Plus (REDD+) Strategy. These were coordinated by the National Climate Change Steering Committee that remains responsible for guiding and overseeing implementation of all climate change activities throughout the country.

Within the Environmental Management Act (EMA) of 2004 affirmative action is taken to ensure that women are numerically represented in the board of the National Environment Management Council and the Board of Trustees of the Fund. The EMA establishes the National Environmental Trust Fund and ensures continuation of the National Environmental Management Council.

The National Environmental Policy of 1997 covers broad issues on the environment and provides a framework for all other laws that concern the environment. This includes primary

⁵⁹ FAO, E. Daley et al. 2012. The Gender and Equity Implications of Land Related Investments on Land Access and Labour and Income Generating Opportunities: A case study of Selected Agricultural Investments in Northern Tanzania. Rome.

⁶⁰URT, Ministry of Industry, Trade and Marketing. 2008. Agricultural Marketing Policy. Dar es Salaam, Tanzania.

education, asset ownership and reproductive health. Within the policy the critical role of women in environmental conservation is highlighted. Thus it calls for women to be empowered to become key actors in environmental governance, but it falls short of specifying women's equal participation in decision making and ownership of resources. The policy aims to address environmental problems that exacerbate poverty as well as those that are caused by poverty. In doing so it makes a link between environmental sustainability and poverty reduction (ownership of resources as a means of alleviating poverty).

In 2012 the National Climate Change Strategy was adopted that provides the institutional and policy framework for holistically addressing climate change adaptation in Tanzania, contributing to the global efforts to reduce Greenhouse Gases (GHG) emissions and supporting sustainable development. The strategy recognizes the added vulnerability of marginalized groups to climate change and thus the need to have a gendered perspective during the development and implementation of adaptation and mitigation strategies. Among other initiatives that the strategy outlines is the need to build capacities to address climate change-related disaster risks among women.

Despite these positive policy level efforts, government coordination on the implementation of the respective issues, within the Division of the Environment in the Vice President's Office, where responsibility for Climate Change (CC) currently lies, suffers from a lack of capacity and ability to influence CC across government sectors as a cross cutting issue⁶¹. The reach and efficacy of government in supporting the most vulnerable communities' e.g. in Manyara areas is weak irrespective of climate change and there are systemic problems with governance and public sector functionality and accountability. Support is required to ensure that the climate change response in Tanzania moves beyond merely gender inclusion in policy and strategy, towards gender empowerment through for example by targeting work with women's groups, gender positive farming cooperatives and strategic rural development and women's economic empowerment initiatives.

When it comes to national and international policies the major problem lies in the contradictory aspects which express the desire to support smallholder producers and reduce poverty, on the one hand, but prioritize the promotion of (large scale) commercial production on the other.

The Agriculture and Livestock Policy of 1997 outlines the importance of land ownership for smallholder agriculturists in modernizing and developing agriculture. The policy states that all people have equal access to land and women are ensured of ownership not only through purchase, but through allocation, meaning that women who are for one reason or another unable to purchase land can be allocated portions of land for agricultural purposes. At the same time the Agriculture and Livestock Policy emphasizes the importance of competitive markets, with the Government providing priority public goods and services and the conservation of the environment as a rational basis for agricultural development.

Indeed investment in agriculture has increased substantially due to Kilimo Kwanza, but the increase has not translated into significant improved and mechanized agriculture for small holder agriculturists and women in particular, who constitute the majority workforce in this sector.

⁶¹ Heinrich Boll Stiftung: Climate Change Vulnerability and Adaptation Preparedness in Tanzania. 2010

Time poverty resulting from women's triple roles of production, reproduction and community services has led to labor constraints, particularly in commercialized small holder production.

Theoretically policies support equal access to land but this is not what happens in practice. Access to land by women is limited in both rural and urban areas. The challenge remains with the deep rooted perception that women cannot inherit clan land. The fact that customary law is invalidated but recognized within the Land and Village Act means that the gains made through legislative efforts to enhance equality in ownership of land remain theoretical. This has meant that women especially those in rural areas are excluded from accessing and owning land. Through customary law women can access land for use as daughters or as wives but control of land lies with the men. Because of this, women's rights to land ownership are jeopardized through divorce or widowhood.

In Mtwara, a predominantly matrilineal community, land is largely owned by men. One of the magistrates in Mtwara believed that the Land Act is not likely to change customary law practices regarding land rights. In Morogoro there are still a few cases where land is jointly owned and it is largely a matrilineal society, but even in such cases, women do not have the full power to make decisions regarding the property. This is largely because of the patriarchal culture, lack of financial means as well as limited knowledge of rights of women among women and men. Feedback from the Morogoro Paralegal Center reflects that the number of women who own land in Morogoro is negligible compared to the number of men. In fact, most women who individually own land are mostly widowed, divorced or not married, indicating a constraint in ownership occasioned by patriarchal culture, particularly for women who are in wedlock. Land in urban areas is expensive, and although women may have the financial power to purchase land due to financial opportunities such as access to credit, many still cannot afford to buy land. It was learnt from some of the interviewees that the lowest price for a piece of land in the urban areas is around 1.0 million Tanzanian Shillings which is unaffordable for most women.

Women's lack of knowledge regarding their right to land ownership affects their ownership status. In Morogoro, feedback from communities indicates that one of the biggest constraints to women's ownership of land is the lack of knowledge about land rights among women. But even for those who do know and try to solicit ownership, community resistance proves an inhibiting factor. Feedback reveals that some women in wedlock who have tried to own land have faced threats of divorce and even GBV.⁶² In Zanzibar, matrimonial rights are mainly governed by Islamic law and therefore a married woman's obligation is to care for the property of her husband. Upon divorce however, the woman's claim to the property diminishes. Courts of law often decide on the basis of the actual contribution of the woman to the purchase of the property and in most cases, since the land is registered under the name of the male spouse, fixed assets often remain in the hands of the man. Rarely do courts decide in favor of a woman unless it is a decision of higher courts⁶³.

⁶² Ibid.

⁶³ Ministry of Labour, Youth, Women and Children Development Zanzibar. 2008. A study on Gender Based Violence Related Laws in Zanzibar, Zanzibar. Decisions of the High Court and Court of Appeal are often fairly balanced. Within the Court of Appeal, the Law of Marriage Act of 1971 of Tanzania mainland is applied since there is no law of marriage in Zanzibar apart from Islamic law.

USAID has a key role to play in influencing policy to address gender within agriculture and natural resource management -first through multilateral and bilateral macro/national level engagement and second through its implementing partners. At national level, USAID should insist that the government remains committed to addressing gender issues within the regional and international conventions and specifically through its commitment to small holder farmers and rural agriculture of which women are a majority. In relation to this, all land use and conservation policies should take into consideration gender needs. A case study of strategic engagement at national level is that of UNFPA working in collaboration with the Ministry of Community Development, Gender and Children in Zanzibar. They have gone as far as supporting capacity building and strengthening institutional mechanisms through the gender focal points, training on gender mainstreaming, regional study tours and law/policy reviews.

4.5.3 Key Findings to Inform USAID FtF/NRM Programming in Addressing Gender

Broadening USAID Conceptualization of Gender

The findings from the research and analysis revealed two things in particular. The first is that implementing partners that potentially have an influence at macro level to address gender are not using that opportunity fully. The second is that the intermediate results and lead indicators guiding the FtF program are narrowly based on quantitative outputs, thus putting them out of line with the Gender Policy.

Using Grassroots Activism to Influence Policy Level Discussions

USAID's niche has been in grassroots level activism through its implementing partners, who are at the same time engaged in influencing policy level discussion. World Wildlife Fund works in policy implementation and environmental conservation country wide. WWF claim to have facilitated 6 Wildlife Management Areas. WWF works both at policy level lobbying the government on good natural resource management practices and secondly at community level within wildlife management areas on conservation issues. The discussion focused mainly on their policy engagement, specifically, their role as key stakeholders in participatory policy formulation. It was revealed that their focus is on encouraging and attaining a more environmentally aware government. Therefore, leaving their scope to address gender is an indirect outcome of that engagement.

The Mwanzo Bora Nutrition Program directly concerns pregnant women and children. It is the only FtF program that deals specifically with nutrition. The aim of the program is to improve the lives of pregnant women and children up to 24 months. It supports the implementation of Tanzania's National Nutrition Strategy and the TAFSI plan. Mwanzo Bora has an exemplary relationship with the Government - in Zanzibar they have been given office space within the Ministry of Agriculture and have formed a joint working group; in Morogoro they have trained and formed joint working groups with government officials at all levels (Ulanga, Kilombero, Mvomero, Kilosa and Morogoro DC) as they have done in Dodoma and Manyara. This is in

order to facilitate a collaborative approach with the Government in addressing nutrition within the respective communities.

These are examples the two key IPs of FtF/NRM that work at macro level, can therefore influence how gender is approached and addressed at that level. What is needed are training and sensitization to enable these IPs to see how they can directly influence gender. The opportunity is there, now the IPs need to capitalize on it.

Greater linkages and synergies to increase the benefits of FtF/NRM projects

There is room for the programs within FtF/NRM to become more aligned and interconnected - within FtF and NRM IPs, between FtF and NRM IPs, and between FtF/NRM IPs and other sectors.

Within FtF IPs such as the Irrigation Infrastructure Program and TAPP, NAFKA or Mwanzo Bora there is a potential to link these initiatives in order to maximize resources and assure objectives will be met. The goal of the Irrigation Infrastructure Project is to rehabilitate and develop irrigation schemes, rehabilitate and upgrade about 100km of rural roads and capacity building and training on infrastructure maintenance. This is to contribute to the broader FtF initiative by increasing irrigated agricultural activities and expand access to markets.

This program has the potential to increase synergies both within the FtF and NRM programs. During discussions with both FtF and NRM beneficiaries, the issue of sustainable infrastructure kept emerging.

Discussions within TAPP and NAFKA beneficiaries revealed that water unavailability is a major hindrance. One of the suggestions given by community members is for a dam to be built. This long term move will guarantee the availability of water and thus the ability to use modern irrigation technology. Engaging in sustainable infrastructure such as this will provide a long lasting solution not only for agriculture but other societal needs directly affecting both women and men. Mwanzo Bora has complementary agricultural programs that aim to encourage their beneficiaries and other implementing partners to grow nutritious agricultural produce. A sustainable water system will create a major boost for target communities in this direction. Again here the Irrigation Infrastructure project or iWASH could realign itself to cater for the Manyara community.

One of the challenges that discourage women from being incorporated directly within AWF programs is the harsh conditions and nature of work that they undertake within their communities. This includes wildlife conservation and building projects. Thus women are being incorporated within complementary programs such as those of selling jewelry aimed for tourists.

FtF and NRMIPs need to complement each other in order to meet the programs' objectives. Irrigation Infrastructure being aligned to the needs of the beneficiaries of other implementing partners is one such way. A clear example where this is already happening within FtF is between Tubocha and Mwanzo Bora.

When it comes to consumption, Tubocha begins by asking how we can make the food more nutritious. Although women have the main responsibility within the household to work in the kitchen, decisions regarding what is consumed usually involves available resources. As resources are mainly controlled by men, there needs to be a dialogue that engages men to encourage spending and production of more nutritious foods. To address nutrition, one of the initiatives that

Tubocha is working on involves providing Heinz nutrition sachets. The sustainability and capacity building drawbacks of this initiative are discussed in more detail in Section 4.5.3. Within this area Tubocha works closely with Mwanzo Bora Nutrition Program, both in engaging men and in encouraging the production of nutritious produce.

Within FtF/NRM - strong numerical representation of women

The USAID Gender Equality Policy acknowledges that participation does not directly translate into equal opportunities or equal pay between men and women.

Here is a sample representation of numerical representation of women in FtF/NRM programs:

- In NAFKA in Mvomero District there are six village associations with a total of ten demonstration plots. The composition of members within these village associations' is 490 females and 426 males.
- In the Mkorofi si Mwenzetu Group located in Fujoni, Zanzibar, and the composition was 15 females and 5 males.
- In the project committee of Mvumi where iWASH operates 4 out of 10 members were females.

A sample representation of leadership positions of women in FtF/NRM program shows:

- In five out of the six mixed groups visited the women were the accountants/treasurers
- In one out of the six, the group leader was a female.

Within FtF/NRM - Weak Qualitative Engagement:

- In groups where women were accountants or treasurers, they did not have formal power beyond that of other members. The majority of the decisions remained with the group leader who was a male.
- In extreme cases the male youth in the groups played more of a decision making role than did the women.
- In some ways the program misses out on addressing gender issues and making women benefit more from the program. Therefore, providing a gender sensitive working environment should be a good practice requirement mandated by USAID programming. This is especially salient for those IPs that are based at community level, iWASH being one of them. Recognizing that there is a gendered problem requires that structural issues be addressed.
- Women in leadership positions do not have decisive voices. For instance, their perspective on how benefits from the water pump are reinvested back into the community is unlikely to be heard, and therefore ownership of the water as a resource for women will not be achieved. Ownership would mean that women reinvest in the program, something that was expected to occur under the link between iWASH and the Village Saving Loans (VSL). But only 5.8% of women who were both in the program and the VSL were reinvesting into the water pumps.

- Currently USAID builds the water pumps and trains both male and female youth on how to maintain them. They also help set up the machines. There are by-laws on the use and maintenance of the water pumps. One woman completed the training but had to quit due to difficult work conditions. In the water pump visited, all users received the water for free. The community members affirmed that water pumps have changed the community as has the advocacy on clean toilets.

Records showed that at least 50% of members of water point committees were women. Practice shows that women depend more on the land than do men, for water for growing crops and for getting food. The significant number of women as members of committees and at leadership levels means that women's voices can be heard. This includes discussion on how division of labor at home impacts women's access to natural resources. Women have gained capacity to participate in making important decisions regarding access, availability, quality, reliability and management of natural resources. The gains made from the project translated into improvement in agricultural productivity. However, the research has revealed that women who were beneficiaries of FtF/NRM programs are sometimes excluded because of 'harsh working conditions.' It is thus up to the IPs to address this gap. Although the analysis below focuses on Tubocha, it applies to other IPs as well, who as mentioned may be involving women quantitatively but gaps remain in qualitative engagement.

Tubocha is divided into four components - Business enterprise market; Technology transfer; Support institutions; and Demands creation and nutrition. These become aggregated into two main objectives:

1. Increase competitiveness (business enterprise market, technology transfer and support institutions)
2. Increase consumption (demand creation and nutrition)

The millers (one male and one female), and two female blenders visited revealed that training has helped to improve the quality of their produce and management of business. In the picture are featured two packages, Sunflower oil from the Three Sisters Mills (female owned) and blended flour from Mama Thabita blender (female owned) both in Dodoma.

The first opportunity presented is training on business enterprises to incorporate modules on gender awareness that include creating conducive working conditions for both males and females.



The gender sessions should include the maintenance of gender friendly working conditions. It emerged that within the mills there is a clear demarcation of roles for women (manual) and men (operating the machines). A woman who worked for some time as a machine operator had to quit due to harsh working conditions. Above is an illustrative picture from 2PM Sembe Mill in Morogoro.



At staff level, in 2012 AWF employed 18 staff, 6 of whom were women. At intern level they hired 9 women and 7 men. They work in eight districts in Arusha and Manyara regions. At the Manyara ranch visited by the gender analysis team there were 57 staff, including 7 women, four of whom are employed in cleaning and office maintenance staff. The lack of more female employees at Manyara ranch is attributed to the harsh environment. An example was given of a female game scout who quit because of harsh conditions. These are some of the missing infrastructure that would reduce the 'harsh' conditions, including availability of water and permanent camps.

Influencing men to change -Formalisation of Male Involvement

In Dodoma, Mwanzo Bora's added niche has been the creative ways in which it has involved men in discussions. Invitation cards have been effective in bringing the men on board. This shows that formalizing the engagement with men and enhancing their gender awareness is a potential entry point for replication.

Of the 200 cards given to eight health facilities in Dodoma, 151 of them were given to male partners. 104 of them responded to the invitation cards by attending the clinic with their wives. This is helping to break down the gender role barriers.

There is also the success story of Jumanne Ramadhani who, after attending the clinic after receiving a card from his wife, insisted that his second wife also attend.

Transformation of women and men's livelihoods from FtF/NRM projects

The technology, experience and capacity that FtF/NRM IPs bring to their target communities are making a difference. What needs further discussion is how these can be scaled up so that they benefit more than a few individuals at a time.

iWASH is able to provide water to a community that would otherwise not have had access to it. This is highly welcomed by the community and it is visible on the faces of the women we talked to in Dumira secondary school where the pump is located. iWASH supports sustainable market driven water supply that can be used for drinking, productive and household activities and to promote hygienic services. It also builds the capacity of the private sector, local NGOs, CBOs and local government to deliver and sustain iWASH (Integrated Water, Sanitation and Hygiene). Additionally, it supports credit facilities through the VSL to enable target communities to invest and engage in iWASH.

Within TAPP, right and below are pictures of plots in Donge Vijibweni, Zanzibar. Below is a plot sponsored by USAID, and it lies side by side with a non-USAID technology plot. Both are growing pineapples.



Organising around groups – dynamics could be hindrance

The predominant model used by USAID FtF/NRM implementing partners in engaging the community has been through associations, groups or co-ops. Although it has proved to be a productive model, USAID needs to be aware that group dynamics could also be a hindrance to achieving program objectives. Forward planning to prevent such adverse effects should be considered.

Peer support model – Mwanzo Bora, NAFKA and TAPP are all using groups to serve as illustrations in demonstration and commercial plots. Mwanzo Bora Women will be organized into women only groups so as to provide a safe space to discuss issues around maternal health and nutrition, including how to approach their male counterparts. These group members will then be tasked to find other women and the group is meant to grow from there. This process has not been launched yet but preparations are underway.

Tubocha largely assists individual blenders but is now encouraging them to form associations composed of both males and females. One approach that AWF has used to incorporate women within their program has been to provide socio-economic generating activities. Two women groups were visited; one called Nasho Women group (30 members, featured in picture) and Kisipi Women group. The major challenge here has been that the women have become dependent on AWF to provide markets and maintain the infrastructure created. When asked how AWF could work better to address their issues, the women responded that they needed to provide some basic level education and bring them ‘tourists’ so that they can sell their goods. In Zanzibar as well in a group called Chaza Mpya working with TCMP in Jang’ombe Shehia, the issue of



lack of sustainable markets came up. But a common thread was the approach of looking for tourist buyers and not investing in attracting the local market which is much more sustainable.

As experiences with the group model has shown, dynamics within groups can hinder FtF/NRM meeting their objectives. For example, access to water for productive use in general and for irrigation in particular is almost always linked to land ownership. The majority of women were mainly concerned with water supply for drinking and other domestic purposes, home gardens and small-scale irrigation since they cannot obtain the financial services, credit and collateral they need to benefit fully from water projects. Other major factors hindering women's participation in water and irrigation and other modern farming initiatives is women's limited freedom to make decisions, low level of literacy, resulting in a lack of skills relevant to participation, and often low self-confidence. Moreover, due to their already high workload and responsibilities (domestic and productive), women often have limited time for capacity development for project activities. The IPs need to put in place mechanisms to adjust to these. In TAPP Zanzibar, one woman was selling field products from the demonstration plot without the knowledge of others.

In Dumila, Morogoro a case study to be emulated is Asha Makengura, she is the secretary of Maelewano Farmers group that has seven men and six women as members. Women and men are encouraged under her leadership to undertake all roles. There is a set schedule that they follow for working on the farm. Attendance in training is required for all members and they have become trainers to others and are even paid by private enterprises to raise baby bedplants

A lack of appreciation of gender among FtF/NRM beneficiaries

For the FtF/NRM to contribute to GEWEME, a deeper appreciation of gender needs to be incorporated within the program designs. For the most part, gender is viewed as a secondary output. For Mwanzo Bora (DSM) and WWF (DSM), the interest is in getting a good policy framework and engaging the government constructively. Gender is not a key discussion point within their interactions. Another example was with Tubocha (DSM) insisting that "We are more interested in improving competitiveness and consumption." Furthermore, during a discussion with TAPP agronomists it was stated that gender is not considered a key component when selecting which group to work with; it is the technical stuff that takes centre stage – "You go to the group and they are there as planned, they are willing to work hard and they can contribute some inputs." Apart from meeting the numerical requirement, there is little appreciation among IPs for using gender perspectives in undertaking program work. This is a very dangerous trend for FtF/NRM. Just recently, FtF IPs held a capacity development session for preparing a Gender Integration Plan to see what they could do to address power dynamics. According to the initial review from the group presentation during gender training in Morogoro, participants thought that, beyond training and sensitization, it would be difficult if not impossible to address structural and cultural issues such as a woman's lack of confidence.

Societal Constraints remain a major factor holding women back

Women have household responsibilities and practical and strategic needs, which the USAID programs can address and influence indirectly. One of the examples of addressing this within the community is given by NAFKA who hold gender awareness sessions within the communities they work with. They have also employed a full time gender field officer (See Gender as a training component). Below are two examples encountered during field visits:

- Weeding is a woman's job because it is more labor intensive – TAPP Zanzibar
- Women have two plots, one for themselves and another with their husbands; they also work on the demonstration plots. When the program reaches such a situation it adds burden instead of helping the woman -NAFKA Dodoma.
- Peanuts are a woman's crop - NAFKA Dodoma.

Capacity building as a key component in engaging women more constructively:

Women's access to and ownership of land being relatively easy because of the matrilineal structure found within some Morogoro municipalities has enabled NAFKA to require those participating in the demonstration plots to have their own plots. But apart from that, NAFKA has recognized that ownership of land for women is critical in the process of upgrading small scale farmers.

- Despite efforts made by USAID IPs women have less access to information or crop management practices, technology and use of fertilizers.
- Also Maasai women in AWF lack basic education and that is hindering their ability to engage more productively with the organization, for example they do not qualify for formal employment in the AWF field offices.

Allowing flexibility in the grant approval process

NAFKA as well as Tubocha have a grant system. NAFKA has been successful in increasing yields and raising incomes; Tubocha has just recently begun the grant system thus data is limited. These are good initiatives as they aim to provide a springboard from which small holder farmers whose majority are women can grow.

Grants are for making the target groups more competitive. Except for small investment grants, more men than women have been reached in the training, short-term support in agriculture and joining small holder associations. Therefore, internally USAID, who has the final say in grant decisions, needs to be more flexible in how they award grants. Gender norms and their application require some decentralization and more participatory leadership. Males as beneficiaries are more prominent in agricultural and rural loans awarded to value chain actors, with males being 72% against 28% Female. The tables below provide more statistics.

IR_1.2.2 on: Improved Knowledge on farm management**Table 8: Individual farmers directly reached by NAFKA interventions in 2012**

Geographical area	Total	F	% Female	M	% Male
Kilombero outside KPL ⁶⁴	2568	1383	54	1185	46
Kilombero inside KPL	1118	437	39	681	61
Kiteto	20	10	50	10	50
Kongwa	10	3	30	7	70
Mvomero	1729	784	45	945	55
Total	5445	2617	48	2828	52

Source: Data from NAFKA 2012, Author Tabulation.

Table 9: Individuals who have received USG supported short-term agricultural sector productivity or food security training (RiA)

Geographical area	Total Producers	F	% Female	M	% Male
Kilombero outside KPL	2382	1311	55	1071	45
Kilombero inside KPL	2236	874	39	1362	61
Kiteto	34	16	47	18	53
Kongwa	72	19	26	53	74
Mvomero	1122	615	55	507	45
Total	5846	2835	48	3011	52

Source: Data from NAFKA 2012, author tabulation.

Table 10: Number of smallholders joining producer associations

Geographical area	Total Producers	F	% Female	M	% Male
Kilombero outside KPL	1852	879	47	973	53
Kilombero inside KPL	1118	437	39	681	61
Mvomero	710	396	56	314	44
	3680	1712	47	1968	53

Source: Data from NAFKA 2012, Authors Tabulation.

⁶⁴Public-private partnerships formed as a result of FtF assistance

IR_2.3 on: Increased utilization of agricultural financing by value-chain actors**Table 11: NAFKA agricultural and rural loans awarded to value chain actors 2012**

Geographical area	Total Loans in Numbers	% Female	% Male	F	M
Kilombero inside KPL	148	29	71	43	105
	Tshs. Value of the Loans in Million ('000,000/-)				
	53	28	72	15	38

Source: Data from NAFKA 2012, Authors Tabulation.

Table 12: NAFKA Investment grants disbursed in 2012

	Total Tshs in 'million	Numbers-F	% Female	Numbers -M	% Male
Kilombero outside KPL	19	10	53	5	26
Mvomero	4	2	50	2	50
Total	23	12	52	7	30

Source: Data from NAFKA 2012, Authors Tabulation.

IR_2.3.1 on: Increased access/availability of financing for value chain actors**Table 13: NAFKA beneficiaries belonging to Savings and Internal Lending Communities (SILC) 2012**

	Total beneficiaries	% Female	% Male	F	M
Kilombero outside KPL	837	42	58	349	488

Source: Data from NAFKA 2012, Author Tabulation.

Also, according to Tubocha there was an ongoing process of grant awarding and within it one woman blender was selected out of the 30 applicants. The final selection has not yet been made, but the expectation was that the woman is unlikely to get through to the selected top 5 when USAID makes the final decision.

Secondly, there are more millers who are males and more blenders who are females. This is largely because ownership of a mill requires large resources which most women in the target communities do not possess. According to the Tuboreshe list of Associates as of November 2012, there were three females out of seventy-four males engaged in blenders in Dodoma, three out of 21 in Kongwa. There were none in Mvomero, Morogoro, Kilombero or Kiteto.

The grant process mentioned above (NAFAKA section) favors the millers because of their ability to become more competitive and be future national level producers. This means that more males than females will become potential beneficiaries of this initiative. In the recommendations section this is cited as an area within which USAID can practice decentralization of authority by allowing the process of grant awarding for blenders to be separated from those of millers; and also to then allow the process of grant awarding to blenders be undertaken by the implementing partner (Tubocha).

These findings call for USAID to create an alternative granting system that will reach more women, and thus as in the case of Tubocha, more blenders. This is defined further within the Tubocha section above as well as highlighted as a key recommendation below.

Forward thinking and sustainability

There is an intimate link between gender and sustainability. For one empowerment of women greatly improves the effectiveness and sustainability of development strategies. Mwanzo Bora hopes to introduce Heinz Sachets as a means to enhance nutrition within the communities they operate. This approach sends the signal that nutrition is to be left to the market to supply. The Heinz Micronutrient Campaign expanded to Africa for the first time in 2010 by initiating a much needed project in Tanzania, where more than 80% of children under the age of two suffered from anemia. With support from the H.J. Heinz Company Foundation, the Sokoine University of Agriculture in Tanzania partnered with Michigan State University in an efficacy study on a new low-dose formulation of Nuture Mate micronutrient powders, in which Nuture Mate was distributed to children in Morogoro region of Tanzania. This project successfully demonstrated that the new formulation can be effective in reducing iron deficiency in a malaria endemic population (http://www.heinz.com/data/pdf/hmc_tanzania.pdf). This was an innovative move. However, the sustainability of the Heinz sachets is doubtful if the technology is not transferred to local manufacturing of the mix. The non-degradable plastic packaging is environmentally unfriendly and not all women and men within the community will be able to afford the Heinz sachets after the project has phased out; and they are no longer available for free or at a subsidized cost. The project would better enable the communities' particularly women who are largely responsible for children and family care, growing a variety of produce making sure that they process and provide the right nutrients for their food intake and supply. This solution would be economical and sustainable and largely empowers women and address the root causes of malnutrition.



Empowerment through Training and Capacity Building: This section concerns how training can best be used to impact gender equality, female empowerment and male involvement. The discussion is twofold. The first looks at NAFAKA as a model of community gender sensitization and the second looks at potential modules that could be incorporated within the training currently undertaken by FtF/NRM implementing partners with a focus on Tubocha.

NAFAKA invests in smallholder based rice and maize value chains. The interventions focus on the SAGCOT regions, with concentration on Morogoro's rice areas. They are also located in Dodoma and Manyara. The program is contributing to reducing food insecurity, hunger and

poverty in Tanzania. Its four key components within value chain investment are to improve competitiveness and trade, improve productivity, and increase incomes for vulnerable small holders and increase investment and innovation.

NAFAKA holds gender sensitization seminars when they enter a new village. This is a good practice particularly when participatory methodology is applied. It has hired a gender specialist with a team of gender field officers to support, inter alia, the implementation of the integrated gender plan. Thus women are encouraged to seek leadership positions. Having a gender representative within each program to hold introductory concepts has worked with NAFKA and will likely work with other USAID programs. This way USAID is sending a clear message to community members on its stance on gender.

4.6 Gender and Education in Tanzania

Knowledge and skills through quality education, are essential for the ability to exercise rights and consequently for women's empowerment. Education enables girls and boys, women and men to participate competitively and democratically in social, economic and political life. Gender equality and women's empowerment are evident in communities that maintain quality education.

USAID Education Strategy

USAID's Goal- 2 of the Education Strategy that sets to improve tertiary education and workforce development programs to produce a **workforce with relevant skills** to support country development goals by 2015 is very relevant, particularly the key result area 2.1:

Result 2.1: Increased access to vocational/technical and tertiary education and training for underserved and disadvantaged groups.

Given the poor quality of education provided in Government primary and secondary schools, pupils completing formal education at lower secondary level can be considered underserved and disadvantaged given the very low knowledge and skills they acquire over the learning period. This constitutes the more that 75% of the youth population that are unskilled. USAID-CDCS 2012 underscores the pertinent need to provide relevant skills to unemployed and unskilled youth and adults. These are aligned with the needs of the Mission's target sectors to improve employment opportunities to match the country's economic development transformation efforts and increase the productivity and quality of life of Tanzanian citizens. Youth's active engagement in agriculture is critical in the alleviation of their own and family poverty, yet very few youth are attracted to such study skills compared to other care economy skills (Figure 7). In rural and poor communities, boys are still given first priority in family material, financial and time resource budgets in education compared to girls.

Efficient and effective delivery of USAID Education Strategy 2011 -2015 (**Result 1.1: Improved reading instruction** and **Result 1.2: Reading delivery systems improved**), faces diverse challenges including large numbers of pupils, inadequate infrastructure facilities in urban and rural schools and shortage of teachers and power supply in remote rural primary and secondary schools.

The USAID 21st Century Basic Education Pilot Program (TZ21) focuses on improved reading instruction, reading delivery systems, greater engagement, accountability and transparency by communities and the public.

Tanzania's progress towards social and economic growth includes its education initiatives, specifically the development of Education Sector Development Program (ESDP) 2008-2017 and the Education and Training Policy 2012, whose current draft version is in Kiswahili. In Zanzibar it includes the Zanzibar Education Development Program (ZEDP) 2008/09 – 2015/16

4.6.1 Education Policy and Programs

Education Sector Development Program (ESDP) 2008-2017

The main focus of the ESDP-2008 is harmonious with the draft Education and Training Policy 2012 in championing gender issues. The Program requires all of the sub-sectors to mainstream the cross-cutting issues of gender, disability, HIV and AIDS, environmental protection as well as to prioritize the corresponding outputs and outcomes, especially those that have positive supply and demand impact on the education sector(ESDP 2008).As far as implementation is concerned, the education and training system of Tanzania has started to orient itself towards facilitating learning that will ensure availability of a competent gender equitable human resource base. This has been implemented through realigning educational and vocational training to meet the needs of the labor markets. However, Tanzania's human capital development has not been adequate to meet the growing development challenges and to search for solutions to the development problems the country faces. This calls for enormous additional investments in higher educational infrastructure.

The ESDP complements the National Strategy for Growth and Reduction of Poverty (NSGRP) by promoting, among other education issues, learners' sense of self confidence and high respect for all people irrespective of race, gender, geographical location or disability. Emphasis is put on indicators and all reporting data to be sex disaggregated, improving access to socio-economic, geographical, and gender and disability bases of students at all levels of education and ensuring that educational institutions are safe, accessible, and violence-free irrespective of age, gender and disability. ESDP promotes effective and cost efficient provision of educational infrastructure and ICT applications in teaching and learning, library services, and institutional management.

Zanzibar Education Development Program (ZEDP) 2008/09 – 2015/16

ZEDP provides a gender objective to strengthen the Ministry of Education and Vocational Training's (MoEVT) capacity to implement and monitor effectively programs that promote girls' education. The program acknowledges the position of special focal persons for promoting gender issues in the education system. The main tasks for the gender focal person revolve around advocacy and sensitization, gender mainstreaming, capacity development of other staff in particular in connection with youth and the communities. Appropriate infrastructure and a conducive environment are set targets to accommodate children with disabilities and others with special needs in attending local schools. Legal and regulatory instruments for the prevention of gender related violence, including domestic violence that affects girls' and boys' progress in schools are identified under the ZEDP for intervention by the relevant Ministry (ZEDP 2007).

4.6.2 Education and Training Policy 2012 (Draft)

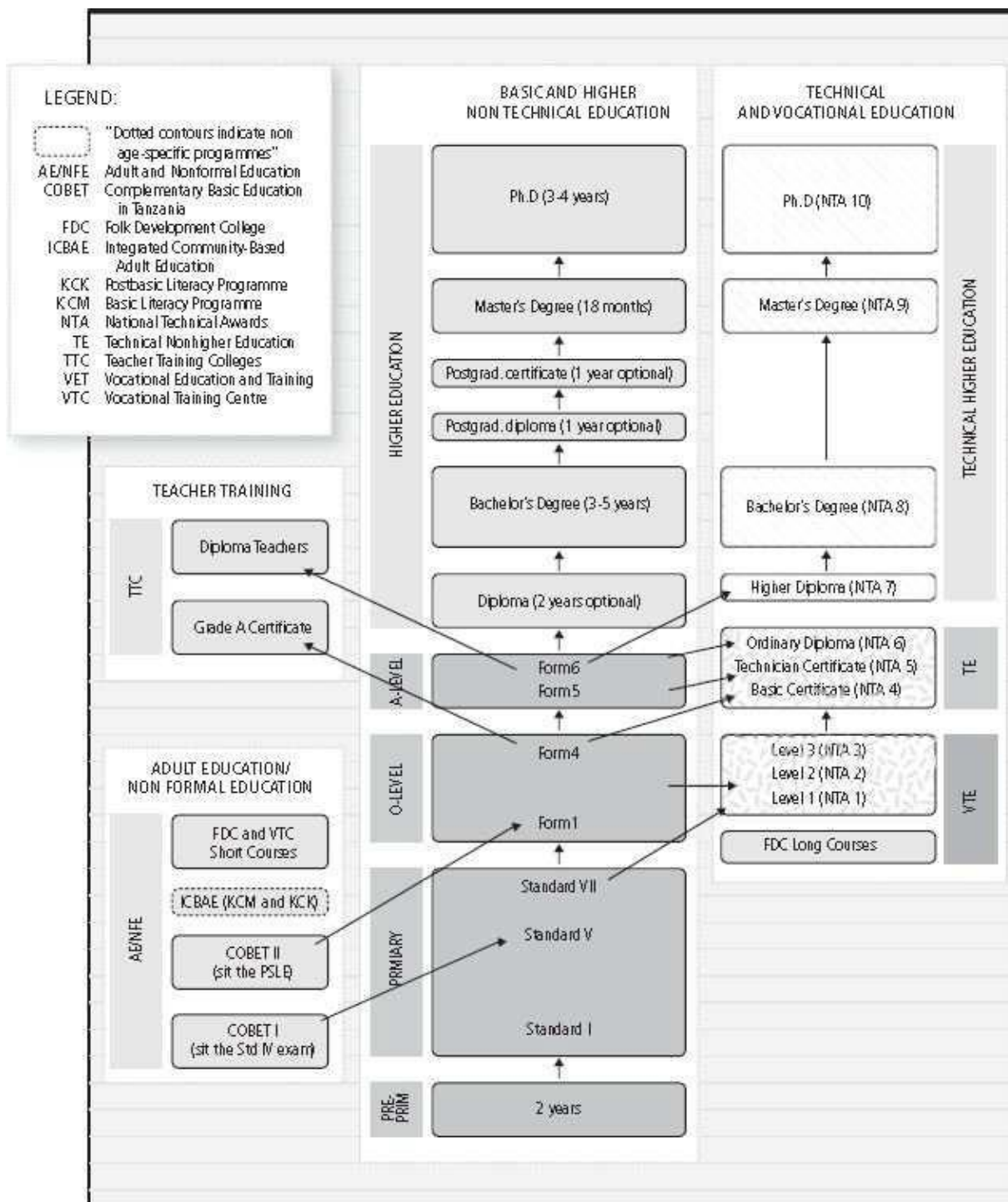
The Union Ministry of Education and Vocational Training has developed a new Education and Training Policy (2012), a Kiswahili draft of which was accessed from the Ministry. The purpose of the policy is described to be a general guide in the conduct of education and training with reference to global technological standards, systems and structures, equity in access, curriculum, assessment, management and leadership, and issues of a cross-cutting and institutional nature. The Policy provides measures for gender equality through the provision of effective education and training to address cross-cutting issues. These include gender, environmental education and public health, advisory services and counseling and good governance, and the provision of an education and training system using and enabling the use of various tools for learning and teaching. It is based on science, technology and innovation and emphasises gender equity in management and administration of education and training operations at all levels (MoEVT 2012: a translation into English: <http://translate.google.co.tz> and A.Mosha).

The goal of gender equality is strongly articulated in Zanzibar's Education Policy of 2006. The Policy is committed to expanding access to and equity in education, improving the quality and effectiveness of the education system and ensuring access to ICT for teachers, students and education staff. It also aims at developing scientific and technological competence, expanding tertiary education, promoting good governance in education and providing a safe and healthy environment for teaching and learning. The Policy further provides for gender equity to be promoted at all education levels; and for married students, pregnant girls and young mothers to be given opportunities to continue with education.



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Figure 4: Education Structure in Mainland Tanzania



Tanzania has made significant progress towards achieving universal primary education and Millennium Development Goal 2. Despite the progress, however, there are still challenges such as regional disparities in access to primary education. In addition, quality standards are declining both at primary and secondary levels as a result of the rapid increase in the school going population. Enrolment expansion has not been matched by the necessary supply of quality related inputs such as qualified teachers, educational materials, and sufficient number of classrooms, investment in school infrastructure as well as safety, water and sanitation. Furthermore, the majority of teachers are recruited from the students failing the national exams, have Grade A and diploma certificates and rarely engage in in-service training. With such low level of competence in education, teachers cannot cope with changes in the curriculum and will certainly contribute to poor performance of the students. Poor infrastructural facilities in schools, insufficient books in the school library, high cost of books for the majority, frequent changes in the curriculum are also reasons for the lower proportion of passes among pupils and students, as well as poor management of study time.

In February 2008, Tanzania's education sector was restructured to include higher and technical education as well as vocational training under the Ministry of Education. The Education System is currently: 2-7-4-2-3+. The first 2 years comprise pre-primary education followed by 7 years of primary education, 4 years of ordinary level secondary education, and 2 years of advanced level secondary education. University education ordinarily covers a minimum of 3 years. The Zanzibar Education Policy 2006 provides the structure of the formal education system as 2-6-4-2-3+.

There is no official policy on re-enrolment of female students after childbirth.⁶⁵ Early marriage is also a factor in school dropout rates among girls. The Tanzania Law of Marriage Act 1971 sets the legal age of marriage for girls at 15, or 14 with the special consent of the court, but at 18 for boys⁶⁶.

The Gross and Net Enrolment Rates (GER and NER) of population at the official age of 7 years enrolled in standard one in Government and Non-Government Primary Schools on Mainland Tanzania are shown in Table 14. Of the 21 Mainland regions, the region with the highest NIR is Iringa with 95.7% and the lowest is Pwani with 52.4%%. Gender parity is strongly evident at this level.

⁶⁵ Okkolin 2010

⁶⁶ Ellis 2007

Table 14: Gross and Net Enrolment Ratios (GER, NER) in Percentages

	GER (%)			NER (%)		
Region	M	F	M+F	M	F	M+F
Dar es Salaam	94.2	91.9	93.0	88.7	87.1	91.3
Dodoma	89.0	97.3	93.1	84.1	92.1	88.1
Iringa	99.1	101.7	100.4	94.4	96.8	95.6
Lindi	100.4	103.1	101.8	96.3	98.7	97.5
Manyara	84.1	86.9	85.5	79.7	82.2	80.9
Mara	106.7	106.0	106.4	99.8	99.5	99.6
Mbeya	105.9	106.2	106.1	99.9	99.8	99.8
Morogoro	98.1	102.0	100.0	91.5	95.4	93.4
Mtwara	104.0	103.8	103.9	98.8	98.9	98.9
Shinyanga	86.4	91.0	88.7	83.6	88.2	85.9
National Level	97.6	99.2	98.4	91.4	92.5	92.0

Source: BEST 2012

Table 15: Standard VII Leavers selected for Form1 in 2010 & 2011

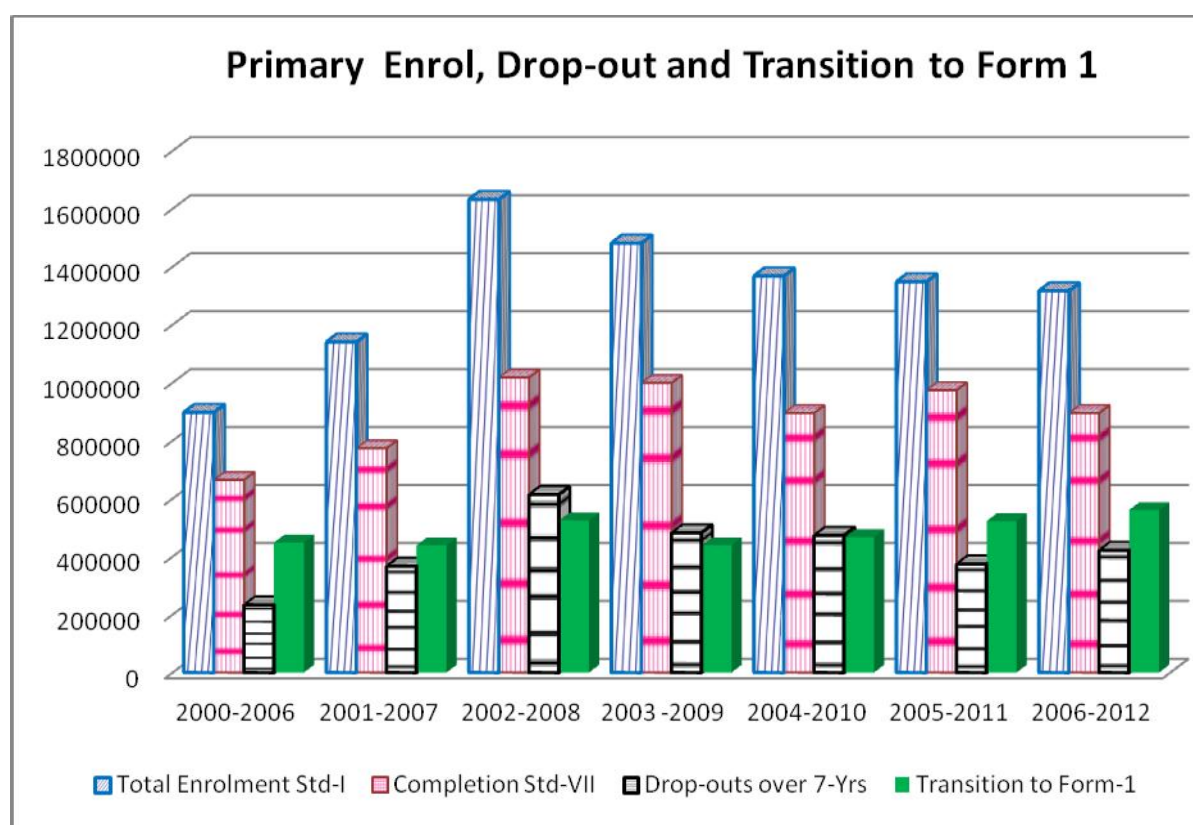
	% passes vs total candidates 2010		% Selected to Form1 vs total candidates 2010		% passes vs total candidates 2011		% Selected for Form1 vs total candidates 2011	
Regions	M	F	M	F	M	F	M	F
Dar es Salaam	51.6	42.8	51.6	42.8	81.9	77.8	68.3	65.7
Dodoma	70.0	60.6	70.0	60.6	49.2	42.1	49.2	42.1
Iringa	65.3	61	65.3	61	69.5	70.3	69.5	70.3
Lindi	62.1	44.6	62.1	44.6	57.3	40.6	57.3	40.6
Manyara	63.1	59.4	57.8	53.3	68.1	69.0	68.1	69.0
Mara	52.4	33.9	52.4	33.9	59.3	41.6	44.4	32.1
Mbeya	51.6	42	41.7	34.1	56.4	53.7	40.4	37.4
Morogoro	58.4	51	48	40.5	62.8	60.1	43.6	40.5
Mtwara	53.3	42.6	53.3	42.6	54.5	46.5	54.4	46.3
Shinyanga	50.1	31.1	50.1	31.1	51.5	34.6	51.5	34.6

Source: BEST 2011 & 2012

Table 16: National Gender Picture: Std VII Leavers in 2010 & 2011 Selected for Form1

Year	Candidates for Std VII exam		% passes for Form1	
	M	F	M	F
2010	435,124	459,889	56.2%	46%
2011	462,798	511,014	56.5%	49.4%

The 2004-2010 learning journey from primary StdI to StdVII and transition to Form1 is captured in Figure 5 below.

Figure 5: Primary Cohort: Enrolment, Drop-outs and Transition to Form1

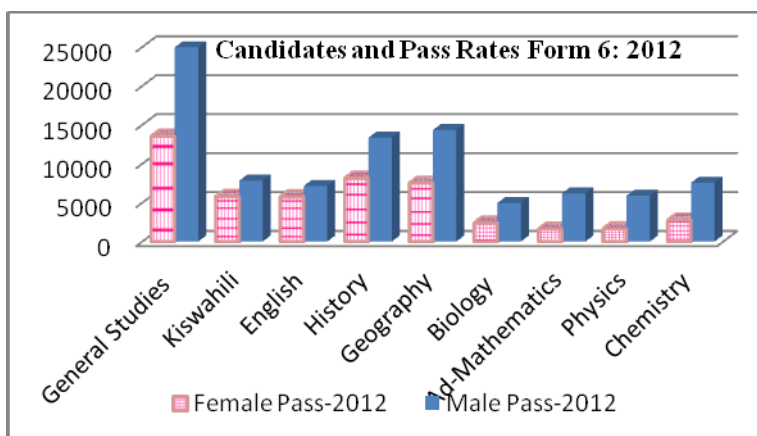
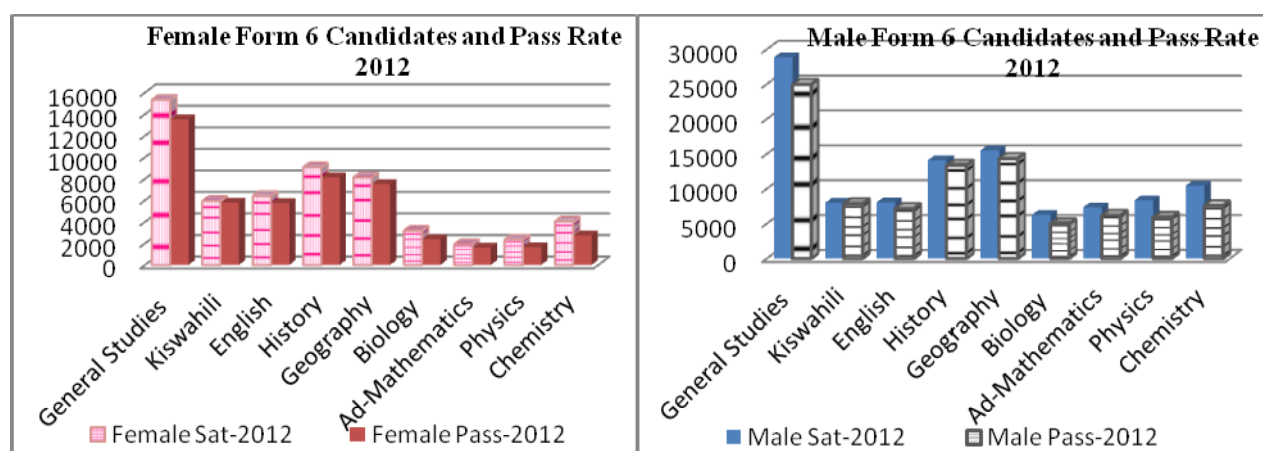
Source: Figure Authors, Data from MoEVT 2013, BEST 2002, 2006, 2010, 2011 & 2012

Figure 5 shows a gradual decline in the numbers of pupils in Cohort 2002-2008 (Std I enrollment to StdVII graduates) to Cohort 2006-2012. *BEST* notes: *the trend shows continuous fall of transition rates from 2007-2009. This alarming situation calls for quick interventions in all aspects of education.* (BEST2011: 35).

By the time they enter Standard 3; all the children should have basic competencies in literacy and numeracy. The reality is that by Standard 7 out of every 10 children could not read basic Kiswahili, 9 out of every 10 children could not read basic English, and 8 out of every 10 children could not do basic mathematics (Uwezo 2010). The number of female pupils selected for secondary education was in all study regions lower than that of boys, as Table 15 indicates.

There are gender disparities in enrolment and performance particularly at secondary and tertiary levels. Boys persistently perform better in national school examinations at both the primary and secondary levels, particularly in mathematics and science (UN-MDG Report 2011). Compared to boys; girls encounter more stumbling blocks that challenge their efficient participation in school and effective learning. Statistics for girls in secondary education for form 1-4 has always been low compared to boys. Performance in mathematics and science subjects has been shown to be weak for both boys and girls, but as Figure 6 shows, girls are weaker. Poor quality teaching is another explanation, but this does not fully explain why girls are performing worse than boys.

Figure 6 (a-b-c): Advance Secondary Examination Candidates for Science and Arts Subjects



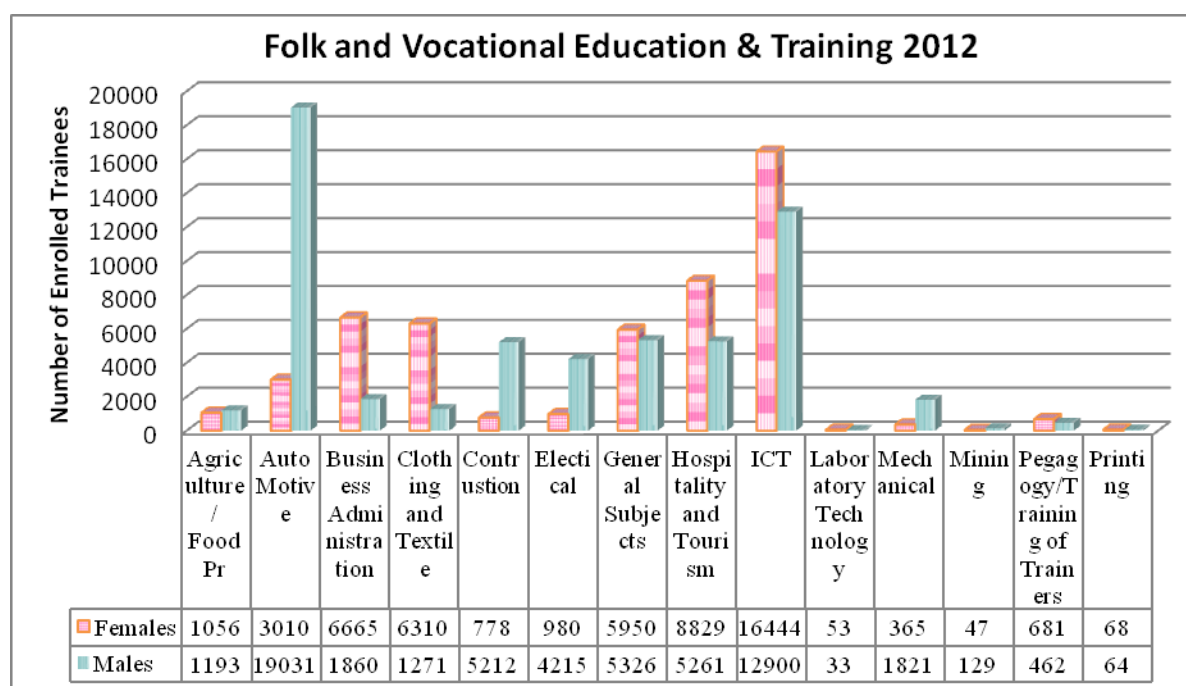
Source:
Data- BEST

Figure by Author,
2012

Patterns of performance in form 4 and 6 examinations in 2010 and 2011 were similar - boys had higher pass rates in science subjects while girls performed better in civics, general studies and Kiswahili (2011). Data in Figure 5 above was substantiated by performance data collected during this study from selected government primary and secondary schools in Dar es Salaam, which showed more than 85% of boys and girls scored below 49% in mathematics and science subjects in their 2012 performance. Girls' poor performance in mathematics and science is visible in their low enrolment in science and technical study fields and the number of female technical and science professionals including academic staff. For instance, there were 4,590 technical academic staff in year 2011/12 and only 1,172 or 25.5% were females. PhD graduates constituted 21 females and 131 males (BEST 2012). In higher education the total number of academic staff was 3,083 out of which 807 (26%) were females. Apparently this gender inequality picture is duplicated in most technical professional fields. The numbers of female role models are insufficient to either inspire many girls or challenge the prevailing gender stereotypes, cultural and traditional influences on the position of women and men in the community. They are also inadequate in challenging mindsets, thus resulting in discrimination of females in employment and at work places that affect female technical and scientific career progression.

A few youth who end school at lower levels are fortunate in acquiring skills through vocational and technical schools. In skills trades, cultural perceptions on male and female and gender stereotyping are manifested in the female and male enrolment in different fields, as depicted in Figure 7 below.

Figure 7: Graduates in Folk and Vocational Education and Training and Field of Study - 2012

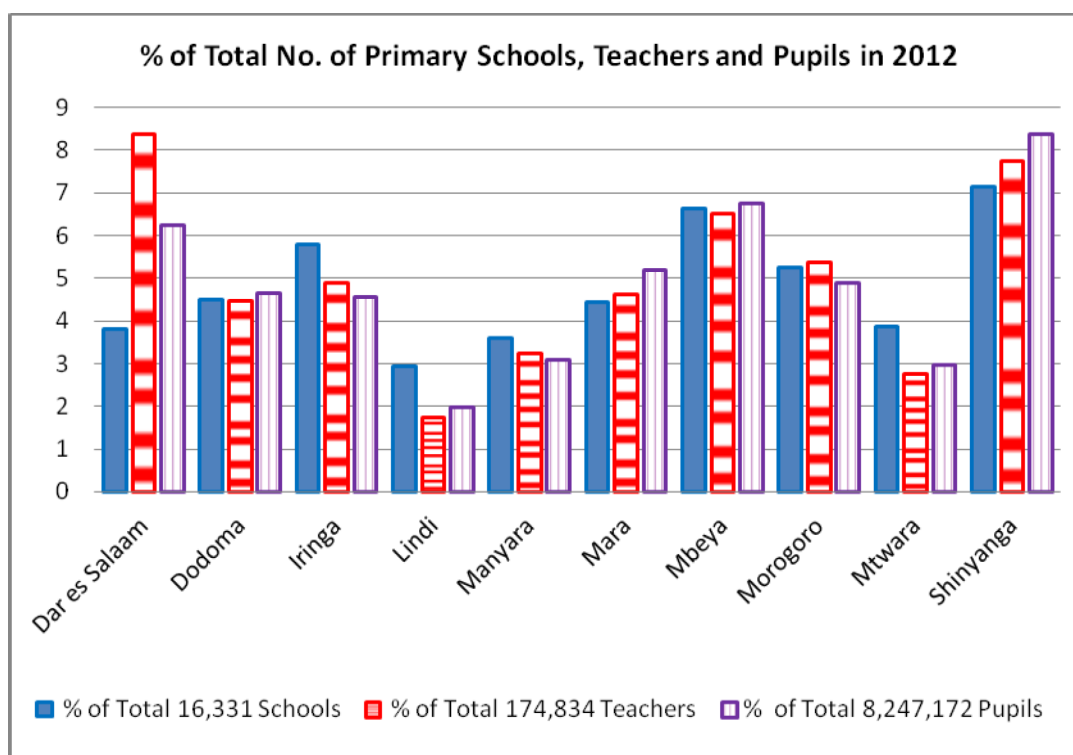


(Source: Data BEST 2012)

Most graduates in Figure 7 above are likely to have completed or dropped out of primary and lower secondary school levels. Despite national efforts to promote agriculture, acquisition of related skills is clearly insufficiently attractive to both girls and boys as compared to business administration, hospitality and textile and clothing for girls and automotive, construction and electrical engineering skills for boys.

*The small number of **women teachers and trainers to serve as role models** and advisors capable of encouraging girls and women to pursue careers in technical studies, is another and important barrier to equality of opportunity in science and technical fields. There are very few women teachers in technical and vocational education and training, and they are mostly in a limited number of disciplines which are traditionally "feminine", such as secretarial and office work, and domestic science (UNESCO 2012).*

Figure 8: Primary Schools, Teachers and Pupils in 2011

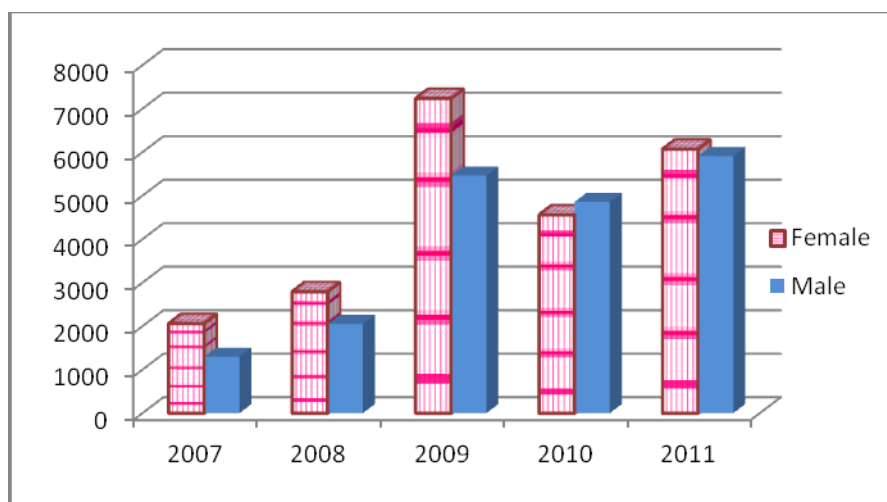


Source: Figure Authors', Data BEST 2012

Regional imbalance in teacher/school ratio notwithstanding, most teachers within a region are concentrated in urban based schools. The official standard pupil/teacher ratio (PTR) is 1:40. All indicated regions except Dar es Salaam (1:35), have PTR above standard. The recent decline in national primary school examination suggests that more attention needs to be given to improving

the school environment, teaching and learning facilities and enhancing teachers' performance. The effectiveness of a teacher depends on her/his competence academically and pedagogically, efficiency or ability to manage the work load, and commitment and adequate quality teaching and learning resources and methods.

Figure 9: Enrolment in Teachers' Colleges: Grade A/Primary School Teachers



Source: Figure Authors', Data BEST 2012

Grade - A teachers are generally a product of those who could not make it to higher education or barely passed national form4 examinations. This poor academic foundation is compounded by a multiplicity of teaching and learning constraints faced particularly by females in the mastery of quality teaching and learning given their multiple roles and responsibilities at domestic and community levels.

Data at higher levels of learning show there are important obstacles to increasing the number of women agricultural graduates. Probably the most important one is the poor teaching of science to girls in school. Girls are not encouraged to study science subjects and, for those that do, the standard of training is often inadequate. For the female 'high fliers' in science, careers in the other sectors such as health are more attractive and lucrative than those in agriculture. For those with more modest school leaving qualifications, the favoured options are often the 'caring' disciplines such as food science, midwifery, nursing, or home economics. Very often these skills are acquired at certificate and diploma level and, if the women go on to further studies; it is unlikely to be in agriculture.

The main cause for drop-outs in primary schools was reported as truancy (75.5%) followed by inability to meet basic needs (5.4%) (Basic needs include shelter, food, clothing and stationery). Others include early marriages and nomadic life styles (BEST 2012). In Zanzibar GER at primary level was 121.5 (MoEVT/Znz 2012). School drop-outs in secondary education are as alarming as in primary schools. Total drop-out from Form1 to Form6 was 66,069 (2010) and 76,002 (2011). Truancy was 72.7% followed by inability to meet basic needs 13.8% (2010) and 13.9% (2011), and pregnancy 8.1% (2010) and 6.8% (2011), all respectively. Among other

factors influencing drop-outs could be - avoidance of harassment and bullying at early menarche and death of parents particularly where the incidence of HIV/AIDS is high. Yet others are meeting resource expectations and pressure to earn money and lack of economic opportunities and inability of parents to pay school contributions and fees, whereas traditions and norms compel most poor families to spend money on school fees and expenses on male children. Sadly, opportunities for sexual favours are regarded by some male teachers as a privilege of their position. Vulnerable girls accept sexual harassments normal.

Multiple factors contribute to both boys' and girls' poor performance in mathematics and science subjects. Among them are poor mastery of the subjects by the teachers as they themselves are a product of the same system of teaching; incompetent learning support from parents and guardians; insufficient or lack of teaching and learning materials; poor teaching and studying approaches; low incentives in dedicating time and effort to teaching and studying; and the necessity to use part of teaching and study time in income generation and family care activities.

4.6.3 Issues Specific to Low Performance in Education in Mtwara Region

In discussions with key informants in Mtwara, it was revealed that both boys and girls go through traditional initiation when they are as young as 6. The “unyago” teachings for girls mainly focus on their sexuality - particularly being readily accessible to men and pleasing them sexually. In the same way boys are coached during “Jando”. Boys and girls are socially conditioned early in life, so that men and women may be fairly liberal as far as sexuality is concerned. Other contributing factors are the majority of parents and the children themselves not appreciating the value of education because of lack of significant number of role-models in the area.

Children who were fortunate to succeed through education and become teachers rarely go back to their homeland. The reasons were associated with poor roads to the region, general underdevelopment and inadequate number of teachers who are weighed down by the large number of pupils per class, inadequate teaching facilities, poor remuneration and poor school infrastructure.

Poverty in the family was a factor hindering access to education. It demanded of boys that they go fishing and migrate to towns and of girls that they work as farm laborers and cashew pickers. Makonde is the largest ethnic group in Mtwara. In spite of being matrilineal, household decision making powers lie with the men. Divorce and polygamy are common. In many cases women live in harsher conditions than men, with most getting married at the age of 15 or even less into polygamous households. Women have to look after the children while at the same time looking for food and working on the farm. Furthermore, there are very many divorced young women who have no employable skills.

Though GBV was not widely considered an issue in Mtwara, both it and FGM are among factors contributing to girls' truancy from schools. These practices infringe most existing Human Rights frameworks. For example, Article 23 (3) of the ICCPR states: “No marriage shall be entered into without the free and full consent of the intending spouses.” The United Nations Convention on the Rights of a Child (CRC 1990), Article 1 defines a child as every human being below the age of 18 years unless under the law applicable to the child, majority is attained earlier. Article 2 emphasizes that State Parties shall respect and ensure the rights set forth in the Convention for

each child within their jurisdiction without discrimination of any kind, irrespective of the child's or his or her parents' or legal guardian's race, colour, sex, language, religion, political or other opinion, national, ethnic or social origin, property, disability, birth or other status. Yet, as mentioned above, the age for marriage stipulated in the National Marriage Act of 1971 is 18 or even younger for girls. This double standard is considered a violation of the ICESCR 1976 and CRC 1990. The Tanzania Demographic and Health Survey presents the following figures for 2010 (TDHS 2010):

Figure 10: GBV and FGM in selected regions 2010

women and girls aged 15-49	physical violence %	FGM/C %
General	33	15
Manyara	25	71
Dodoma	50	64
Mara	58	40
Morogoro	48	21
Iringa	34	13

Source: TDHS 2010)

Early marriages are associated with GBV and are common in these areas. FGM/C is almost non-existent in Zanzibar while physical violence ranges between 5 and 10% (TDHS 2010).

4.6.4 Synergies with USAID Programs

iAGRI under the FtF program has good practices striving to fill human resource and gender gaps at the higher educational levels. The project operates in Tanzania within FtF and United States' Government's global hunger and food security initiative. It aims to fund 120 Masters and PHD students in agricultural sciences. Secondly it aims to build the capacity of the Sokoine University of Agriculture (SUA) in developing and implementing instructional, internship, and outreach programs in agriculture.

The primary stakeholders of iAGRI are SUA and the National Agricultural Research System of the Ministry of Agriculture, Food Security, and Cooperatives. Because of the research component that goes with it, such postgraduate training has a greater chance of impacting directly on the national economy. There has been a significant rise in the number of graduate students over the past few years but numbers of females are very low compared to males. For instance, at SUA, total academic staff and research fellows were 498 of whom 90 were females. Holders of 1st degree were 24M and 7F and Masters were 173M and 50F. PhD holders were 211 males and 33 females (Admin SUA 2013). Given the overwhelming number of students admitted, there is a great demand for more academic staff. The numbers of female academics and research

fellows is very low. Extra effort is required to reach out and support competent females in academic progression and recruit more into the academic and research positions.

Amongst agricultural graduates at all levels, women are seriously under-represented. While gender issues are widely accepted and many agricultural specialists are fully attuned to gender sensitivity, an understanding of how to integrate gender issues and, importantly, to fully engage women and youth at all levels of the agricultural value chain is less evident. Girls are typically not encouraged to take sciences in secondary school, and agriculture is not a favored subject amongst graduating high school students of either sex. Since the nation remains largely agrarian and agriculture contributes significantly to both economic and social development, the need for renewed support to agricultural education and training is both obvious and necessary. The demand for graduates in agriculture who have the right skills and mindsets can be expected to be high when the foundation from lower primary is strong.

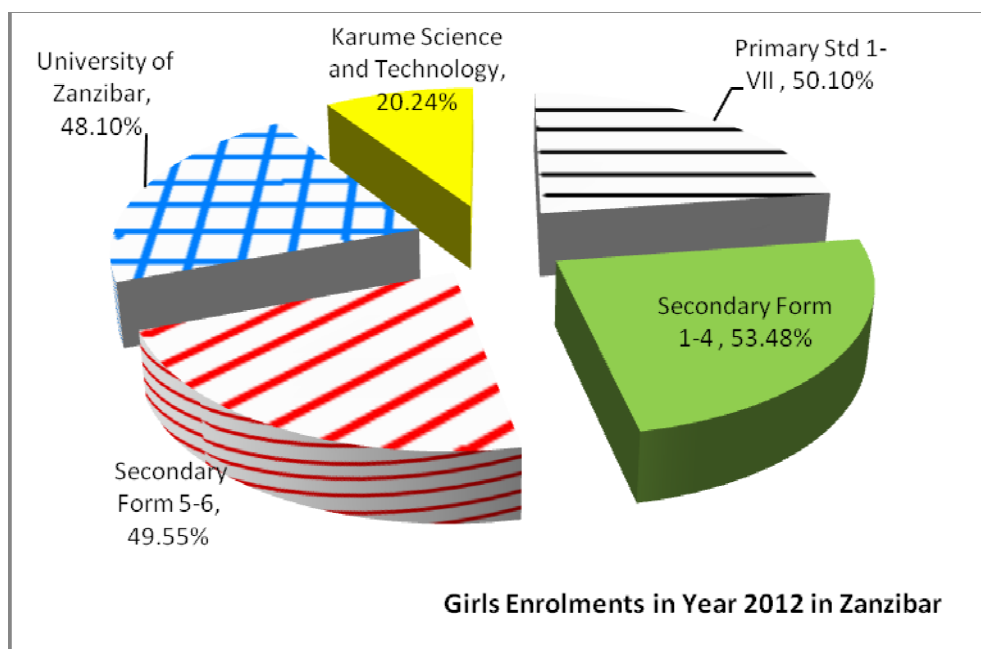
4.6.5 Related Donor Funded Education Programs

The UNICEF program supports primary education particularly development of quality pre-primary education to help give children the best start in life, improving the quality of education through support for in-service and pre-service teacher training programs at pre-primary and primary levels and promotion of whole school development planning (WSDP) at the district, ward and school levels, which incorporates concepts of the child-friendly school and strengthening the inspectorate system. The UNICEF program also supports inclusive, child-centered and gender responsive education policy and strategy development at the national level.

The Education Quality Improvement Program in Tanzania (EQUIP-T) under Department of International Development (DFiD) support is one other project that worked with the government and with teachers to improve classroom practices and make positive changes in education policy and for learner-centered methods. The project was implemented in Shinyanga in northwest Tanzania. The region was selected due to having the poorest educational attainment results and the highest teacher-to-pupil ratio. In 2013-2016 EQUIP-T will be working with the Government of Tanzania in seven regions to improve the quality of education in primary schools and to increase the number of children, particularly girls, able to transfer to secondary education. This will be done through improved teaching of early-grade reading and numeracy, resulting in more children being able to read with comprehension and greater girls' participation in a more sustainable and conducive learning environment (ED-DPG Minutes 17th October 2012).

4.7 Gender and Education Specific to Zanzibar

Although a number of measures have been taken by the Zanzibar Government and Development Partners to improve girls' participation in educational institutions and to ensure that equal numbers of girls and boys start school, gender parity at the upper levels of the education system has yet to be achieved. Girls are particularly under-represented at the upper secondary and tertiary education levels. The majority (70%) of primary teachers are female. This is reversed at secondary level, where nearly two-thirds are male (64%) and 83% of the teachers with degrees are male (*World Bank 2007*).

Figure 11: Zanzibar Girls Enrolment - Primary to University in 2012

Source: Figure Authors', Data MoEVT Zanzibar 2012

4.7.1 Education Data Collection and Management

Jang'ombe Primary A (670 pupils) and B (674 pupils) are two schools in one set of buildings and urban based. The schools rotate turns between morning and evening on a monthly basis. 64 or 90% of teachers in both schools were women. In each of the schools the Head teachers were male and the Deputy Heads were female. Two computers and one projector for each school were earmarked for installation, for data processing and for teaching purposes.

Two male and two female teachers and chairpersons of the school committees, both males, were trained on the use of computers. It is accustom that the chairpersons of school committees are males and the deputy chairperson are females. While 90% of the teachers are women, only 2 females and 4 males were said to have IT



Photo: EMISJang'ombe
Primary School ZnZ

skills. Security and a sustainable power supply was a concern as supply power cables were twice stolen in a period of two years (*interviewee*).

4.8 Remedies to School Drop-outs

The number of pupil school drop-outs is alarming. Sadly, Tanzania has one of the highest adolescent pregnancy rates in the world, which affects the girls' health, education, and future employment prospects, and stunts their full potential in life. Addressing the growing number of girls dropping out from school, the government has developed national guidelines that allow pregnant girls to return to school and continue their education after giving birth. These guidelines are essential to make young people's rights a reality, to advance girls' and women's rights, attain gender equality and allow girls and women to reach their full potential. However, the guidelines are yet to be implemented (UN-One 2010). DPs' advocacy for the enactment of the guidelines through policy dialogue fora is crucial.

Through Donors/DPs and their own internally generated funds, several NGOs and FBOs and related institutions have taken a bold step through scholarships to support girls and boys through education to mitigate the effects of dropping-out. For the purpose of this study, TAWLAE, Camfed, FAWE, and Mzalendo Welfare Trust scholarship support was captured.

Tanzania Association of Women Leaders in Agriculture and Environment (TAWLAE) is a non-profit organization. It is dedicated to improving the lives of underprivileged men, women, and youth by building the capacity of rural and professional women to get actively involved in decision-making and empowering them socially, economically and politically. Members are actively involved in supporting and facilitating education through counseling and scholarships to school girls and boys working and living under difficult conditions. In 2005, TAWLAE received USAID support to provide scholarships to girls and boys in Tanzania under the "Ambassador Girls Scholarship Program (AGSP)." By 2007 TAWLAE had sponsored 10,809 girls and 7,435 boys since the program started in 1995. These beneficiaries include both USAID-supported and non-USAID supported recipients. TAWLAE also empowered 390 teachers and initiated 910 business ventures for poor families.

Witness Meckson Sanga (25years), one of the AGSP beneficiaries, was born in Iringa Region. The opportunity helped to change her life. Her parents were poor and were not able to pay for school needs for her and her brothers and sisters. Under TAWLAE's guidance she worked hard and obtained a BA in Political Science and Public Administration at the University of Dar-es-salaam. Witness is currently a volunteer at TAWLAE. She has a passion for helping other girls to excel in their education. She now volunteers for the Tanzania Girls' Scholarship Program (TGSP), a successor of AGSP, which USAID/Tanzania is funding to ensure the graduation of all the recipients that were under the AGSP.

Camfed is an international organization with a chapter in Tanzania whose vision is a world in which every child is educated, protected, respected and valued and grows up to turn the tide of poverty. Since Camfed began operation in Tanzania in 2005, 64,227 children across 540 partner schools have benefited from a safety net fund helping them to meet basic school-going costs and therefore minimizing dropout rates. More than 6,000 vulnerable girls have received comprehensive bursary support, covering all costs related to their secondary education from fees to textbooks. 880 teacher mentors and 363 School Based Committees have received training,

contributing to an improved learning environment for a total of 308,300 girls and boys in the past seven years (Camfed 2012).

Under the support of USAID, FAWE Zanzibar was subcontracted by the Academy for Educational Development (AED) under the “Ambassador Girls Scholarship Program” (AGSP). Under this program, FAWE provided scholarships to 1,819 girls and 536 boys since 2005 to date. In collaboration with MoEVT, FAWE initiated several other pilot activities addressing girls’ education. It addressed the gender specific gaps in mathematics and science at secondary schools in Unguja and Pemba which included training of female teachers who teach science as a subject, and sponsored Science Camps for Girls. Another non-USAID funded charitable organization in the education sector that was consulted was Mzalendo Welfare Trust. This is an organization dedicated to give scholarships to girls and boys, in accessing quality education in quality private primary and secondary schools. Trustees of this organization were said to be driven by the motto “getting good quality education is a pre-requisite to breaking family cycles of poverty”. Some schools like Loyola High School in Dar es Salaam raise funds in support of fees and school materials for orphans and disadvantaged pupils in the school.

4.9 Democracy, Rights and Governance

Tanzania has been undertaking social and economic reforms aimed at creating favorable macroeconomic conditions for sustainable growth, promoting an environment conducive for business investment and improving monetary and fiscal policies as well as enhanced domestic revenue mobilization. These developments have uplifted the economic status of women; there is now more access to financial resources by women in both rural and urban areas. As a result of social and macroeconomic reforms, progress in economic growth, inflation trends, fiscal and monetary management, foreign trade, and good governance have improved.

Programs such as The National Governance Framework (NGF), Public Service Reform Program (PSRP), Local Government Reform Program (LGRP), Public Financial Management Reform Program (PFMRP), the Legal Sector Reform Program (LSRP) and Financial Sector Reform (FSRP) are among the measures aimed at contributing to good governance, improved public services delivery, better economic management, and positive cultural change, in particular building a culture of equality between men and women and democratic development. These programs have received support from DPs through bilateral and multilateral agreements. In terms of the demand side accountability, the media, the Parliament and CSOs have been given more room to voice their dissenting opinions. These developments over the past few years have further confirmed how the Parliamentary oversight committees, the Media and CSOs can act as agents for policy change and gender equality in Tanzania.

Despite the encouraging reform programs; gender has not been properly integrated in all these, with the exception of the MKUKUTA document that places an emphasis on equity on earnings and equity as a human right. In essence, the MKUKUTA places emphasis on mainstreaming of good governance and gender in policies, plans, budgets and implementation mechanisms, but this has not been effectively put into practice⁶⁷. Based on her mandate, the MCDGC is responsible to account for gender integration in national and sector reforms and programmes.

⁶⁷ TGNP, Gender Profile of Tanzania, Enhancing Gender Equity, 2007, Dar es Salaam

The Ministry has however, failed to fulfill her responsibility for various reasons among them having low human resource capacity and low financial allocation from the treasury remitted for her recurrent and development planned activities⁶⁸. Positioning Gender Focal Persons in every MDA, though quite positive and progressive, has not guaranteed adequate integration of gender equality and women empowerment issues in the reform programmes. While there has been advocacy for gender units as opposed to gender focal point, there has been little attention given to the argument that units will constitute more than a one person and stronger in capacity. As a result, gender focal persons do not have sufficient powers and capacity to influence for gender issues in the budgets or plans.

4.9.1 The Human Rights, Good Governance and Democracy Legal and Policy Framework

Cluster III of MKUKUTA II 2010 provides the mechanism for achieving the overall national Vision. The policy and governance reforms implemented during this phase cover broad reform areas including public financial management, governance and private sector business environment. Cluster III focuses on improving accountability, national stability and democracy. There is a strong emphasis of monitoring governance indicators and including compliance with the Public Procurement Act of 2004 overseen by the PPRA. Although the emphasis is on improving good governance and democracy, there are no specific initiatives to mainstream gender in good governance. The assumption is that the reforms will improve governance for the benefit of all citizens. The National Audit Office responsible for auditing of central and local level finances is responsible for overseeing the implementation of the Integrated Financial Management System (IFMA) and International Public Sector Accounting Standards (IPSAS). The Tanzania Prevention and Control of Corruption Bureau (TPCCB) is responsible for implementation of the Anti Corruption Act. Part of the emphasis on the Anti Corruption Act is to address issues of corruption within the civil service, which often impacts on women. The implementation of this Act is a way of achieving gender equity although there are implementation challenges. For example, access to justice is limited for women because of corruption within law enforcement institutions⁶⁹. The Ethics Secretariat is responsible for overseeing compliance of public leaders to the Public Leadership Code of Ethics Act no. 13 of 1995 and has conducted ethics promotion programs including capacity building. The intervention to promote ethics within the public service are gender mainstreamed, ensuring that women and men have a voice in holding leaders accountable where ethical values have been compromised. The Election Commissions (Zanzibar and Mainland) oversee compliance to the Election Acts; they are responsible for overseeing the election of the president, members of parliament including House of Representatives and local government leaders. The Commissions also coordinate voter education and conduct referenda. The intervention to promote ethics within the public service are gender mainstreamed, ensuring that women and men have a voice in holding leaders accountable where ethical values have been compromised. The Commission for Human Rights and Good Governance (covering mainland and Zanzibar) is responsible for reporting, investigating and undertaking inquiries and public hearings. It is established by an Act of

⁶⁸ Ibid

⁶⁹ Okkolin 2010.

⁶⁹ Ellis 2007.

Rights(2011) Access to Justice and Legal Aid in East Africa.

Parliament and governed by an act of the same name. The Registrar of Political Parties oversees the registration of political parties and provides ongoing support to political parties. This body is governed by the Political Parties Act of 2002.

Generally some of the challenges facing Female's rights and gender equality work and institutions in Tanzania include:

1. Lack of awareness by the general populace about Human rights and gender equality issues
2. Low implementation and monitoring of the protection of Human and women's rights
3. Poor dissemination of information about Human and women's rights in particular
4. Inadequate resources (human and material) to effectively address Human and women's rights issues; and
5. Unfavourable legal environment resulting from the existing patriarchal structures and systems a resultant of the low gender sensitivity in the legal framework. For instance:

The issue of sexual harassment and sex bribes has been cited particularly by middle and lower cadre staff in several Legal sector institutions. Within the Prison Service, there were complaints of sexual harassment of women in prison services, likewise within the Tanzania Police Force and the Judiciary. The Tanzania Human Rights Report of 2011 notes that corruption and bribe have frequently been connected to public procurement particularly in construction contracts. Consequently women and men fall victims of the diverse corrupt practices that impact more on the poor and the rural.

4.9.2 Gender and IPs Relevant to Democracy, Rights and Governance

Most USAID IPs visited addressed issues affecting females and males in their implementation. However, the outcomes of their efforts were not adequately documented. In addressing IR of increasing citizen participation, there was evidence that women are participating more in political processes and in village level governance.

According to TACCI, apart from general awareness raising on civic education and human rights, they also conduct legal aid for women and children. In their awareness raising programs, they addressed issues of land ownership and women's marginalization from ownership of land. They used participatory methods that enabled women and men to raise gender issues pertinent to them including inheritance rights, early pregnancy affecting young girls, cultural practices that deny both young girls and boys rights to education and issues of GBV faced by women and girls, particularly rape.

WiLDAF also undertook awareness raising on similar issues and provided ongoing legal aid, but TACCI and WiLDAF did not collaborate on any of their activities. Collaboration between these two organizations has the potential to increase reach and promote the sharing of knowledge and resources (TACCI paid legal officers to undertake legal aid activities while WiLDAF had a team of volunteers who provided similar service). Cost effective means of carrying out some of these activities on a larger scale could be explored without compromising the welfare of the service providers.

Another key Implementing Partner is PPRA. The PPRA did not have a gender policy, strategy or action plan but considered gender equality in training and in some of its activities where feasible. Since training needs were determined in collaboration with government institutions, there were limitations of influencing equal participation by women and men. According to the Acting Director of Capacity Building, the majority of the participants were men. PPRA generally targeted tender board and procurement management units at district level. PPRA is mandated to follow the Public Service Guidelines and regulations, which they believed placed emphasis on gender equality particularly in employment. In terms of the employment profile, the PPRA promoted the employment of women. The top-most decision making leadership in PPRA was composed of 6 males and 2 females and at managerial level 4 males and 5 females (PPRA 2013). PPRA is influencing change in terms of building capacity and this is a good practice. However, gender interventions have to be strengthened if PPRA is to have a gendered impact. So far, they have depended on government. USAID/DRG's Capacity Building Program has a lot of opportunity to influence gender sensitivity and anti-corruption initiative through capacity development of the oversight and regulation institutions e.g. Good Governance Coordination Unit, Prevention and Combating of Corruption Bureau and PPRA.

In spite of big strides made on promoting good governance and accountability, Tanzania is still facing challenges on how to eradicate the existing corruption practices for both petty corruption, and grand corruption involving big contracts within government Ministries, Departments and Agencies (MDAs)⁷⁰.

4.9.3 Initiatives and Challenges in Influencing Gender Equality

In this section we look at some of the opportunities and practices that are available as case studies to inform USAID programming. In particular we look at UNICEF and the department of Community Development in Mtwara, Morogoro and Zanzibar

In realizing the impact of access to information on development, UNICEF supported a program for the promotion of access to information. Mixed groups of men, women and youth were supported to own solar powered radios (vikundi vya vasilikilizaji radio). However, these radios ultimately came to be owned by village leaders and citizens had no access to them. Because of the limited number of women leaders, fewer women compared to men had access to these radios. The Village Aids Committee was a mechanism instituted to facilitate reach of information and engagement with local developments of people living with HIV/AIDS. These committees are ailing functionally and have little or no contact with the District Aids Coordinator and the VMACS and CMACs have not been active in relaying important information.

At district level, resources to address human rights and governance issues are limited. For example in Mtwara, the Community Development Department gets 20 million shillings per year for income generation grants for women and youth. According to the Community Development Officer, and given the high demand for females' economic empowerment, this funding has not had a significant impact in changing the lives of women, most of them are barely able to address household needs let alone invest in businesses. However, exposure to training opportunities has increased their ability to participate in decision making at both the household level and in small

⁷⁰ <https://www.un.org/special-rep/ohrls/ldc/MTR/Tanzania.pdf>

groups. Funding to support human rights awareness interventions were provided by UNICEF through a government managed Community Justice Facilitation Program. ZAFELA in Zanzibar has been undertaking awareness raising on human rights, including reproductive health rights, in selected areas of Makunduchi and Kizimkazi in Unguja.

The Department of Community Development in both Mtwara and Morogoro had no funding for information dissemination on development issues. For example in Mtwara, for the financial year 2012/2013, they requested for resources to raise awareness on GBV but have not received this funding. In Morogoro, this is the least funded department.

In Zanzibar, the Department of Community Development survives with funding from UNFPA who have been supporting them since 2002. Support includes capacity building, developing institutional mechanisms and promoting gender mainstreaming in policies and legal frameworks. The funding, however, does not cover the entire country. This support has been particularly useful for the Ministry as they have been able to review legislation such as the Spinster's Act and the Education Act (2005) (on expulsion of pregnant girls). In 2006/07 they conducted a comprehensive study on GBV, the first in Zanzibar which exposed the policy and legal gaps and the incidence of violence against women. They have also established a GBV action plan and GBV committees from national to Shehia levels and supported the establishment of a one stop center for GBV victims. The department of community development in Zanzibar is also funded by Save the Children to coordinate activities on GBV and worked with the Ministry of Justice to review the Kadhi Court Act which adjudicates cases at Shehia level. In doing so, they worked with various ministries and agencies including the office of Chief Mufti, Attorney General's Chambers, Chief Kadhi, Law Reform Commission and the office of the Chief Wakf. Despite this support, the Ministry lacks funding for some of their core activities including monitoring to enable them to collect data and capacity build.

4.9.4 Gender and Governance

A central element of good governance is the responsiveness of policies and public institutions to the needs of all citizens. Policies and institutions must represent the interests of women and men and promote equal access to resources, rights, and voice. Gender equality is an important goal in itself and a means for achieving development. Development policies and institutions must ensure that all segments of society - both women and men - have a voice in decision making, either directly, or through institutions that legitimately represent their interests and needs. Yet, persistent and pervasive gender disparities in opportunities, rights vis-à-vis the state and public institutions, and voice, particularly limit women's ability to participate as full citizens in social, economic, and political life. The exclusion of women from full participation constrains the ability of public sector policies and institutions to manage economic and social resources effectively. Such gender-based exclusion compromises the prospects for high-quality service delivery (World Bank 2006).

The Ethics Secretariat has not specifically targeted vulnerable groups in communities nor has it worked with CSOs. The Secretariat did not have a gender guide in its interventions.

Evidence shows that there is limited use of law enforcement structures, particularly the police, because of lack of knowledge regarding rights and limited access to the service providers. Cases such as rape, early pregnancies and early marriages are rarely reported to the police; instead, they

are settled between families, thus many times compromising rights of individuals, mostly women and girls. Stakeholders also stated that there is limited faith in the police and judiciary. The Police Gender Desks seem to be working well in some districts and not so well in others. The desks have limited funding and are operating under financial constraints in Mtwara. In Morogoro, Land Tribunals have women representatives, but the women are said not to be participating in decision making. These tribunals have been labeled unjust, corrupt and unreliable, believed to sometimes favor men over women, rich over poor. CBOS have been reaching some land tribunals aiming at building the capacity of women to effectively participate in decision making. However, in most cases because of change of members after three years of term, the new members need training and CSOs are not always there to provide this training because of limited resources

The Mtwara judiciary faces several limitations including limited staff. Out of seven primary courts, only three have magistrates, the rest get visiting magistrates who visit to adjudicate cases. However, there is usually no budget to facilitate their transport. Most cases lodged by women are in Primary Courts but it is precisely in Primary Courts that they lack or have insufficient magistrates or facilities to facilitate the hearing of cases. There are six female and three male magistrates in Mtwara for the Primary Courts. The Courts are also located far from villages; in every three wards there is one primary court. With 43 wards in Mtwara, some of the citizens have to travel long distances to access the courts. According to a Gender Assessment of Legal Sector Institutions Report (2012), the reform program has not been able to facilitate significant change in terms of substantial reforms in the justice system to promote gender equality including increasing access to justice by women. Thus issues of equal access to assets and land resources, access to decision making positions and structures that promote equal access to law enforcement institutions have not been addressed. The report highlights that it is rare to find cases brought by women in the commercial court and the court of appeal and generally, women have very limited access to legal aid, particularly women in rural areas where legal aid services are scarce and sometimes costly. In Mtwara, the justice system has only been able to get one car. Five new magistrates have been sent to start work but have not started since July 2012 because of administrative hurdles; they are not expected to start until the law that establishes the Resident Magistrate Court is amended in April 2013 to qualify them as Resident Magistrates.

Since budgets to support operations at district level are centralized, the courts do not have any flexibility, and they constantly claim to have insufficient budgets to meet their demands. Budgets are mainly top down and the lower level courts do not have significant input in planning and budgeting. Consequently, cases take longer to adjudicate due to lack of financial resources to meet necessary costs.

NGOs that provide legal aid and human rights education were conversant with the subject and are doing a good job of reaching marginalized groups and communities, particularly women. In Mtwara, there was NOLA and MSWAPO who are providing legal aid to children and women; in Morogoro there was Morogoro Paralegal, undertaking awareness raising and legal aid, but their reach is limited because they are constrained financially. Their services are mainly accessed by women and children. In Zanzibar, there is ZLSC, ZLS and ZAFELA who provide legal aid on an ongoing basis, mostly to women and children from urban areas (mostly Unguja). NGOs within districts are mostly based in urban areas and therefore mainly reachable by populations in urban areas. However NOLA, Morogoro Paralegal and ZLSC undertake mobile legal aid clinics when

they have adequate resources. Challenges facing them include limited follow up of clients due to limited resources and lack of referral systems particularly for cases of GBV and child abandonment. At community level, while there was feedback that engagement of communities has increased in some locations and particularly for some issues, there was still limited engagement of all community members in governance activities at village level. Feedback from Mtwara was that men often do not attend meetings because leaders have failed to deliver. They felt that their participation in local governance has not yielded significant impact. Women were said to attend some of the public meetings, though their participation in discussions was very limited. According to the District Economists in Mtwara and Morogoro, participation of women in the budgeting process was low and those who attend often fear to speak. The district officials attribute low participation of women to their low literacy rates compared to men although they acknowledge that in recent years the number of women who participate in public meetings has increased.

Participation of women in leadership is also limited because of social perceptions regarding their ability to lead. This was the case in both Morogoro and Mtwara. The following is an illustration of portrayal of females in political leadership and decision making at national and community levels:

Table 17: Gender Composition in Leadership and Decision-Making Positions in Tanzania

Position	Year 2004/05		Year 2009/10	
	Total	% Female	Total	% Female
Ministers	27	15	27	26
Deputy Ministers	17	30	21	24
MPs Elected	230	6	233	8
MPs Nominated	10	20	10	50
MPs Special Seats	48	100	75	100
Principal Secretaries	25	28	26	27
Deputy PS	8	13	14	21
Directors at Ministerial Level	112	26	286	46
Asst. Directors at Ministerial Level	194	25	155	24
Regional Commissioners	21	10	21	14
Regional Admin Sec	21	19	21	47
District Commissioners	107	19	114	27
Council Directors	100	14	132	26

Source: URT MDG Report 2011

Table 18: Representation of Women in Decision-Making Positions in Zanzibar

	2000		2007		2010 June	
	Female	Male	Female	Male	Female	Male
Members House of Representatives	19	60	18	60	19	59
Ministers	1	11	3	11	3	10
Deputy Ministers	1	4	1	4	1	5
Principal Secretaries	1	11	1	11	2	13
Deputy PS	2	7	2	7	1	9
Regional Commissioners	0	5	0	5	0	5
District Commissioners	1	9	1	9	2	8

Source: URT MDG Report 2011

Table 19: Local Government Elected Leaders (in Villages, Mitaa and Hamlet) 2009

Title	Total	Male	Female	%Male	%Female
Village Chairperson	10,657	10,408	249	98	2
Mitaa Chairperson	2449	2,150	299	88	12
Hamlet Chairperson	55,694	53,786	1,908	97	3
Member of Village Council	125,955	115,901	10,054	92	8
Member of Mitaa Council	8,940	7,138	1,802	80	20
Grand Total	203,695	189,383	14,312	93	7

Source: PMO-RA LG -Local Government Election Report (2009)

According to feedback from FAWOPA, there has not been a program to empower women specifically to engage in public leadership although this is a critical need for women. GIZ has undertaken programs on gender, HIV and AIDS using the CHAMPION curriculum but it is insufficient to create the required impact. In Morogoro, awareness raising sessions on the right to participation have been undertaken in 10 villages of the region by Morogoro paralegals but response to change has been slow. In the 10 villages in the study, only 2 of the 10 village leaders were women. Feedback from communities reflected lessons that have been learned over time, such as some of the women in leadership not necessarily having the competence to participate in local governance. They had been selected because of their close relations with existing male leaders; women leaders who seem competent were very few and overwhelmed. Men on the other hand can be a key obstacle to women's participation in leadership. In some communities in

Morogoro, e.g. the Maasai, a woman could not speak in front of men. Youth experienced similar resistance; they were not allowed to speak before men unless they were permitted by the elders.

The youth are not empowered to effectively participate in local governance, and although they attend in large numbers in political meetings, they are often used as entertainers (dancers, singers) rather than participants in the meetings. However, the district planning officer pointed out that compared to past years, participation of youth, particularly boys has increased compared to women, men and girls. Political parties have also failed to encourage youth participation in local governance. Recently, with the ongoing community demands over the sharing of benefits accruing from gas, political parties have mobilized large numbers of community members, but this is a rare incident. Few girls compared to boys attend public meetings.

Limited access to social services and limited skills to engage local government and hold it accountable, plus a decreasing interest in local governance among men are linked to lack of awareness and knowledge of basic rights, civic education and human rights. In Morogoro, most of the legal aid cases are matrimonial occasioned by a lack of awareness on the rights of women. Morogoro paralegals receive over 1000 cases a year, most of them related to land ownership and matrimonial issues. In 2012, they received 1,384 cases. They undertake awareness programs on land rights and have learned that women are more likely to be marginalized in land ownership if measures are not taken to protect their rights.

Table 20 Legal Aid Cases managed by Morogoro Paralegals in 2012

Type of Case	Number reported	Reported by Women	Reported by Men
Marriage	338	310	28
Land	524	301	223
Criminal	62	25	37
Employment	62	27	35
Inheritance	119	89	30
Child maintenance/neglect	79	70	09
Others	200	98	102
Total	1384	920	464

(Source: Morogoro Paralegals 2013)

Both women and men believe that women are not entitled to certain matrimonial rights. In Mtwara, most of the cases in court are matrimonial or linked to inheritance.

Participation of women in decision making has been highlighted as a key pillar in achieving gender equality since the adoption of the Nairobi Forward-Looking Strategies for the Advancement of Women in 1985 and later the SADCC protocol that promotes 50% leadership by women. Participation of women in political processes is still much of a concern for

Zanzibar.⁷¹ In 2003, a revision of the constitution effected change in the percentage of women in Parliament by increasing the special seats in the House of Representatives from 20% to 30%. This change also affected other levels of leadership including the councils (30%). The aim was to ensure a representation of women by 40% by 2015.

At the local level in Tanzania mainland, various legislations provide for equal participation in decision making. The Land Act of 1999 provides for allocation to women of a certain number of decision making positions on the Village Adjudication Committees and Village Land Councils, which have decision-making responsibilities concerning occupancy rights and land disputes⁷².

In Morogoro, interviews with stakeholders reveal that although the Land Act is implemented, women who are selected to sit in most of these committees are often not competent. The process of identifying and selecting them is said to be non-transparent, thus excluding competent women from occupying such positions since they are often not announced in public. Women in such decision making positions are still influenced by the cultural context, thinking that it is not appropriate to argue with men or speak up against a decision made by men. It is also reported that men in such committees overpower and dominate the voices of women and there is usually no room for dialogue and discussion between all the committee members. Feedback from Dodoma, Iringa, Kibondo and Masasi reflects people's opinions regarding representation of women in land tribunals.⁷³ Respondents felt that the participation of women in these positions has not resulted in fundamental changes in the social and economic status of women.

Complaints about the lack of women's voices were also made in Zanzibar, particularly in the judicial bodies. Although the Judiciary is a Union matter, Zanzibar has its own court system with the exception of the Court of Appeal which is shared across Zanzibar and Tanzania Mainland. Kadhi courts, governed by Islamic laws and practice, are at a lower level that is supposed to be accessible to women and men at community level particularly for matrimonial cases and inheritance. However, the Kadhi Courts have been criticized by women mainly for being discriminatory and favoring men in decisions taken. According to ZAFELA, women have little faith in the fairness of Kadhi Courts. Men on the other hand feel that the Kadhi Courts are incompetent and thus in most cases would not appear before Kadhi Courts. Kadhi Courts are dominated by men.

There has been progress in the representation of women in Parliament in Zanzibar, 37 seats being allocated to women nominated by the President, referred to as 'special seats'. In 2010, 40% of the seats are occupied by women compared to 1995 when there were only 20% seats for women. The President nominates 10 members (now 4 women and 6 men); at least 2 seats for the opposition party; 10 seats are constitutional and 20 seats are nominated by political parties. ZEC's responsibility was to approve the seats and not to question the criteria. According to the Secretary of the House of Representatives, there were no criteria for selection of special seats representatives apart from knowing how to read and write. Irrespective of this development, the numbers are still low and this is a phenomenon in many developing countries.⁷⁴ However,

⁷¹RGoZ (2011). The Zanzibar National Gender Policy (Final Draft), Zanzibar.

⁷²The World Bank/ Amanda E, et al. 2007. Gender and Economic Growth in Tanzania: Creating Opportunities for Women.

⁷³Concern Tanzania/Baregu K. 2008. Implementation of the Land Acts of 1999: Implications for Women and Youth in the Context of Customary Tenure. Dar es Salaam.

⁷⁴African Women Agency and Decision Making. 2009. Measuring Gender Inequalities in Africa.

women who occupy special seats have no constituency and are therefore paid less than their elected counterparts; they have limited space for reaching the community and have fewer opportunities than their elected counterparts.

According to the Assistant Registrar in Zanzibar, women's participation in leadership is inhibited by corruption within the electoral systems as well as legal gaps. The Election laws do not protect female candidates from sexual harassment and abuse. At the moment, there are only 3 elected women in Parliament out of 50 members, the rest are special seats members. In Zanzibar, women fear participating because they do not want to be exposed to verbal abuse and harassment. Likewise, there was a growing concern in government that there is unheeded corruption in political parties. Since winning a candidacy depends on how much money one has, women often opt out because they lack resources. He pointed out that without addressing corruption in political parties, it will be difficult to achieve gender equality in leadership as women will not be able to penetrate the obstacles created by corruption, and this is probably why affirmative action is still important.

Affirmative action has been a key intervention in increasing the numbers of women in decision making positions. However, there are mixed feelings regarding this measure. According to the feedback from key informant interviews, evidence reveals that not only does the process of nominating and selecting the women chosen for some of these positions lack transparency but they also felt that some of the women that have been selected lack competence to effectively participate in these processes.

GBV does exist in Zanzibar and it is reported to be rampant particularly among girls and women because of their socio-economic and cultural status. In general, apart from this study⁷⁵ there is no other source of reliable data on GBV incidence. According to that report, 48.9% of the respondents indicate a general rise of violence in the community. Among them, 43% claim that domestic violence is the main type of GBV. There is also an indication of increasing cases of sexual violence including rape. 65% reported increasing incidences of rape. Reports already reveal that the main causes of GBV are lack of knowledge of rights, illiteracy, cultural beliefs and practices, social roles and status of women and girls, lack of economic means and lack of political will to address the shortcomings in the legal, policy and institutional framework. Over 43% of respondents to a GBV study reported to have experienced domestic and sexual violence. Findings reveal that power and authority legitimize violence - adult men commit violence against women and likewise adult women and men commit violence on children. Corporal punishment affects mainly children; about 40% of the children who were interviewed explained that they experience corporal punishment at home.

Many of the sexual violence cases that were followed up in medical institutions were cases of young girls that had just reached puberty. There were also a high percentage of forced marriages; about 63% of the institutions that participated in the study explained that 30% of their cases involved removal of girls from school to be wedded. Women and girls are subject to emotional violence from when they are very young; girls are verbally and physically abused. Women are molded to be submissive and to submit to the will of their spouse which explains why women do not participate in decision making within the household, at community level and in decision

⁷⁵RGoZ, Ministry of Labour, Youth, Women and Children Development/ Salma Moulid and Ussu Mallya 2007.GBV Incidences and Responses in Zanzibar.

making structures. In fact, the prevalent belief is that a woman's body is made for man's pleasure and sexual needs. Thus 79% of the responses did not think that there can be instances where a man can rape his spouse (i.e. proceed to have sex with a woman without her full consent). Women are also traumatized when spouses decide to abandon or neglect them for another wife.

In Tanzania Mainland, GBV) is associated with gender norms and social and economic inequities between men and women, boys and girls. The WHO (Multi – Country Study on Women's Health and Domestic Violence against Women, 2005) reported that 41% of partnered women in Dar es Salaam and 56% in Mbeya experienced physical or sexual violence at the hands of a partner. According to the DHS (2010) 39% of women aged 15-49 years have experience physical violence since age 15 and 33% had experienced violence in the previous 12 months. The DHS further highlights that 20% of the women have experienced sexual violence while 39% of ever married women experience physical abuse by their husbands. The most common acts of violence experienced by the women include being slapped, hit with a fist, kicked, dragged and threatened with a weapon. The study further revealed that in Dar es Salaam 7% of women were beaten during at least one pregnancy. Thirty-eight percent (38%) of the women reported being punched or kicked in the abdomen⁷⁶. Many forms of GBV, including intimate partner violence and rape are regarded as normal and are met with acceptance by both men and women. Women and girls rarely report GBV to authorities or seek other kinds of treatment or support. While reporting of GBV is limited, statistics show that 39% of women between the ages of 15-49 have experienced physical violence in the previous 12 months (NBS, DHS, 2010). The Ministry of Health in collaboration with other ministries has developed Policy Guidelines towards Response and Prevention of Gender Based Violence in Tanzania and National Guidelines for the Management of GBV in Tanzania. Recent institutional reforms in government also point to promising paths towards responding to and preventing GBV. For example, each ministry has a gender focal point and the national GBV response has included reforms within ministries to ensure gender mainstreaming. The Inspector General of Police has initiated the Tanzania Police Female Network (TPFNet), a network for addressing issues affecting women and girls and through this initiative, gender desks to respond to cases of GBV at police stations have been established in selected locations.⁷⁷

Despite these efforts, challenges remain. Cultural norms, values, traditional practices and customs contribute to increasing incidences of GBV.⁷⁸ In general, legal protection for women remains limited. GBV is more likely to be present in households where women have low levels of education, low decision making authority, and do not contribute to household income.⁷⁹ Some of the laws, customs and traditional practices discriminate women and children, for instance the law for the minimum legal age for marriage. There is a high incidence of early marriage in Tanzania that has remained unchanged over the last fifteen years: between 1996 and 2004, between 23.5 and 27.8% of girls between 15 and 19 years of age were married, divorced or

⁷⁶WHO. 2005. Multi – Country Study on Women's Health and Domestic Violence against Women.

⁷⁷ UNFPA, Gender Equality: Ending Widespread Violence Against Women. For more information visit <http://www.unfpa.org/gender/violence.htm>.

⁷⁸Ministry of Community Development, Gender and Children. 2001-2015. A National Plan of Action for the Prevention and Eradication of Violence against Women and Children, Dar es Salaam.

⁷⁹ Saffitz, J. 2010. Understanding Gender Based Violence, New York.

widowed. In addition, the first of those studies, the 2004-2005 Demographic and Health Survey (DHS), found that 8.5% of ever married women between the ages of 20 and 49 were married before their 15th birthday.⁸⁰ Lack of resources to implement programs for women and girls is a limitation to the achievement of gender equality. It is therefore difficult for the ministry to provide close technical support to other Ministries and stakeholders on issues regarding implementation of the gender policy and strategy.

4.9.5 Right to Political Engagement

Although opportunities to participate in political processes exist in both Mainland and Zanzibar, females and youth face challenges in elections and electoral processes especially when aspiring for leadership. According to ZEC, although voter education had been widely provided, there are still limited numbers of people that registered for voting. Of these, 45.6% were men and 54.4% were women. Registration required birth certificates which many men and women in rural areas did not have. People had to produce their National IDs to be registered, but registration for IDs was not taken seriously particularly by men; the elderly chose not to register because as they said it was expensive. Implementation of the Voters' Expenses Act was said to be very weak and thus left room for corrupt practices, according to the Assistant Registrar of Political Parties in Zanzibar. There was also a lack of transparency in political parties and hence the difficulty of the Office of the Registrar to record sources of political parties' income.

Leadership and decision making positions in all political parties were mainly held by men. The GFP pointed out that even in the national political parties there were only 2 women out of 40 members in the top leadership. The Asst. Registrar in Zanzibar also pointed out that there were ethical as well as cultural issues to be addressed in public institutions, particular political parties, and the strategy should mainly be targeting attitude change.

5. Cross-Cutting issues that may warrant future attention

5.1 Documentation, research and statistics

Public as well as private institutions such as NGOs have not been actively documenting gender related information. There is a body of knowledge that needs to be tapped but institutions need to be supported to document and research the impact of legislation, policy and interventions on women, men, girls and boys. Evidence shows that if institutions are supported to undertake such work, they are likely to design action plans and interventions that promote gender equality, women and youth empowerment.

The experience and lessons that can guide strategic gender interventions are found within respective USAID programs. What is needed is for these to be properly documented and categorized. There are interesting themes for research such as the determinants of change in sexual relations across gender, successful group models, remedies for school dropouts, factors influencing willingness to allow women to make choices on family planning methods, patterns of GBV and how these change over time, to mention a few. Most school administration and local government officials spend much effort and time to collect analyse and package data manually to

⁸⁰ Ibid: 7.

contribute to national statistics such as BEST-Regional, and eventually National. The provision of computer facilities and building administrators and teacher's skills on ICT will encourage efficiency and effectiveness in gender disaggregated data collection, processing and use. Within education, for example, the data includes student enrolments by age, sex and grade; teachers by sex and qualifications; school facilities, some basic education indicators, transition rates and examination results, among others (<http://216.15.191.173/statistics.html>).

5.2 *Guidance and Counseling*

Though culture in Tanzania is not homogeneous, generally males are expected to be independent, assertive, and competitive and females to be more passive, sensitive, and supportive. Parents and close community members play a big role in shaping outlooks of girls and boys to mirror their cultural norms. Girls are socialized to be active in domestic chores and family care and are restricted more and allowed less autonomy than boys. Mentoring and counseling happens early at home and girls are largely influenced to focus on education and skills that will support their being good future homemakers or household managers.

Teachers reinforce the gender stereotyping as female teachers in primary schools far outnumber the males and they are socialized to treat girls and boys differently and in certain ways ascribed by the respective society. English, Mathematics and some Science subjects are compulsory in ordinary level secondary subjects, but it is not mandatory to sit for examinations for the science subjects for the Certificate of Secondary Education Examination (CSEE). More boys attempt science examinations and more pass relative to the number of girls. Boys receive much pressure to excel in school and careers, especially in mathematics and science subjects and in technical fields.

The need for guidance and counseling of GBV survivors for example has underscored the need for a duly assigned and furnished Drop in Center such as the one supported and run by TARWOC at Iringa. In addition to GBV there are other needs amongst youth that call for education, guidance and counseling. For example, their rights to reproductive health knowledge and service access, mentoring on career paths and education, their right to knowledge and skills in dealing with HIV prevention and impact mitigation, their space in developing leadership capabilities and gaining capacity to engage in small to medium scale businesses such as within agriculture. The pilot TZ21 in Zanzibar and Mtwara will add some value through parents-teachers committees in promoting collaboration between parents, guardians and teachers in the interest of pupils.

Rafiki Social Development Organization in Shinyanga runs an advocacy program for in-school and out-of-school youth addressing these issues. In terms of gender focus they ensure girls' participation in electing student leaders is attained, they encourage schools to hold girls empowerment sessions that are later mixed with boys to reflect on understanding gender, gender equality and self-awareness of their empowerment and space in socio-cultural context. Rafiki SDO recommended the empowerment of both men and women on the rights of both equally, and explores more practical examples to enhance the level of practices at households and beyond.

From its assessment YADEC realized the existence of exploited and abused girls at Maganzo, a trading centre near Mwadui Diamond Mines in Shinyanga. In response they fostered the development of the "Peace Girl" initiative which is basically a group of in-school and out-of-

school girls mobilized to come together to learn about various subjects and topics of interest and critical to their survival and well-being. The group has 24 regular members who testified they learnt the following thus far: Family planning, HIV prevention, self dignity, self confidence and self respect, physical growth and maturity, personal hygiene, prevention of Sexually Transmitted Infections, use of prevention methods and avoidance of unsafe sex, refusal of unsafe sex (kubunga), avoiding to be lured into unsafe sex (token attractions), avoiding teenage pregnancy and unplanned pregnancies, avoiding street gangs, avoiding the use of addictive drugs and substance abuse, learning how albinos come into existence, and learning the difference between HIV and AIDS.

The “Peace Girl” members were knowledgeable, young and agile but are still within the vulnerable group. Institutionally, they have no regular place to meet and learn and sometimes meet under a tree. They improvise according to availability and community willingness to help.

Pupils and students’ counseling is critical given the socio-cultural complexity emanating from peoples’ ethnic backgrounds. The educational, academic, career, personal, and social needs of all students within school settings, from kindergarten must be focused in planning and delivering a developmental, comprehensive guidance and counseling program.

5.3 *Institutional and Actors’ Capacity*

The study examined approaches within institutions and project communities that enabled material, knowledge and skills development. It looked at those that focused on eliminating obstacles that inhibited female and male, institutions and communities at large from realizing gender equality, female empowerment and male and youth engagement and realizing the abilities that allow them to achieve gender positive social and developmental goals.

Besides one week training by the WHO in 2010, the Gender Committee at the MoHSW HQ has not received further training to deepen their knowledge and skills in gender mainstreaming, analysis and action due to lack of funds. Sensitization of Zonal Health Training Resource Centers (Iringa, Morogoro, Tanga and Dodoma) on gender was undertaken in 2009/10 using resource persons and materials from Mzumbe University. The MoHSW in collaboration with USAID should approach DPs such as UNFPA, UNIFEM, UNDP, DANIDA, Irish Aid and GIZ with a coherent, well focused plan for capacity building on gender to establish consensus on how to take it forward and how it would be financed.

A training manual on GBV is currently under development with the assistance of Mental Health Consultants at MUHAS. Generally speaking capacity in the public sector in health is still very limited in terms of scope of content and coverage. In the private sector however, experience and practical applications using well-designed training materials are in place amongst NGOs with the facilitation of implementing partners (e.g. ENGENDER HEALTH-CHAMPION project, FUTURES Policy Project- GBV).

As with FtF, TAPP had difficulty working with the Government because the latter lacked resources to assist extension officers. The gender analysis uncovered potential at government level where USAIDIPs can engage. In Zanzibar for example, a youth group in Tunguu where the Government has invested in a farm project lacks the technological skills needed to increase productivity. USAID IPs thus have the opportunity to influence the Governments engagement at

grassroots level. Through this they would also be guaranteeing the sustainability of their program.

The government has the authority; USAID has the technology. This is in regard to engaging at ministerial level, where there are project initiatives and the great assets of land and mandate. Women and youth in the programs from NAFKA, TAPP and Tubocha have highlighted the need for land to conduct their business. These are the kinds of collaborations that are needed and that will constitute a strategic use of resources.

During the study period, and in line with target schools and teacher/staff capacity development, TZ21 conducted ICT awareness and training for Parent/Teacher Committees, the object being to get them interested in encouraging their children (girls and boys) to pursue and excel in studies.

With regard to DRG, USAID is working with institutions that have significant capacity to critically address gender issues, but communities lack knowledge on gender equality in general and laws that affect their active engagement and thus the work of these institutions faces critical challenges. Partner organizations need to be facilitated to undertake more awareness programs targeting specific needs of communities. Likewise, oversight institutions need to be capacitated to promote gender equality. Projects specifically catering for women empowerment need to be designed to address the women specific knowledge needs not only in institutions such as schools but also in communities where the majority of the women are not aware of the existing opportunities to participate and improve their livelihoods.

5.4 Issues Demanding Youth Involvement

USAID's Youth Policy 2012 goal is "to improve the capacities and enable the aspirations of youth so that they can contribute to and benefit from more stable, democratic, and prosperous communities and nations". The objectives of the policy are: 1) to strengthen youth programming, participation and partnership in support of Agency development objectives and 2) to mainstream and integrate youth issues and engage young people across Agency initiatives and operations.

Young people in Tanzania are heavily affected by social and development issues, as they are not adequately engaged in decision making in household, community and national levels. They have few resources and few institutions actively enabling them to advance their interests or negotiate with the Government for their socio-economic advancement. In most cases, young people are being used as voluntary (unpaid) labour to execute decisions reached by elders, as in political rallies. Experience shows that when young people are given the chance to participate in governance or business they are enthusiastic and effective.

DHS 2010 reported that youth living in urban areas were more likely to have secondary or higher education than their counterparts living in rural areas. Youth living in Zanzibar were markedly more likely to have secondary or higher education than youth living in Mainland Tanzania - 70% of young women and 73% of young men aged 15-24 living in Zanzibar have secondary or higher education, compared to 26% of young women and 35% of young men of the same age on Mainland Tanzania. The proportion of young women with secondary and higher education varies by region, from a low of 7% in Lindi to a high of 79% in Zanzibar West.

A recent assessment of ‘Safe Schools’ pilot project observed that “many studies throughout the world, including Tanzania have shown that schools related gender based violence (SRGBV) is common and poses risk for educational and health outcomes which mostly affects girls” (TDHS 2010). The 2010 Violence against Children (VAC) study found that 3 out of every 10 females and 1 out of every 10 males had experienced sexual violence before the age of 18, and that nearly three-quarters of females and males have experienced physical violence by an adult or intimate partner before the age of 18. This is clear and strong evidence for targeting youths in gender equality and female empowerment initiatives. Programs aimed at enhancing youth self-awareness and change of attitudes to attain healthy non-violent sexual relations will benefit SRH and FP programs for betterment of their lives.

Culturally sensitive issues that have gender ramifications, such as increasing male involvement in child care through for example engaging them in RCH clinics and dialogue on adoption of family planning methods can gain ground faster in the long term, through a carefully designed youth involvement program. Targeting pre-puberty youth (ages 10 to 13 years) with a program propelled in a peer learning extension strategy is needed to run in parallel with schools curricula, challenging school based peers to reach out to siblings below their age who may be at home. Within a decade this group will enter the reproductive ages being FP and RH literate and having changed attitudes in making choices of family planning methods. Such a youth involvement program should be designed to be adaptable to different cultural contexts (different ethnicities) in the country keeping in mind that involvement of trusted leaders (in GBV for example) is a sensitive issue presenting an immense challenge on how to address it if they were participating as perpetrators of GBV.

Young people have few resources, and little access to loans, which is tied to their lack of private property as collateral. They are not expected to have a voice and are being let down by the education system. Sending them to secondary schools with few teachers and fewer books has not improved their lives to become independent of their parents’. Where young people have been given the chance to involve themselves in governance, they have proved enthusiastic and effective. However, girls are marginally or completely absent from youth leadership circles. A typical example is leadership at higher learning institutions. The above photo shows Tanzania Higher Learning Institutions Students Organization (TAHLISO) leaders meeting the President on 04 July 2012.



Youth are rarely up-to-date with agriculture information and technology; it is mostly men as heads of family and owners of land who have access to that. Girls are more marginalized in this aspect as a result of the patriarchal inheritance system. Men inherit land and women gain access

Joe Lugalla et al, 2012. Assessment of the “Safe Schools” Pilot Project in Makete and Ilala Districts, Tanzania. Final Report. Health and Development International Consultants. Dar-es-Salaam, Tanzania.

Janet Fleischman, 2011. Gender-Based Violence and HIV: Emerging Lessons from the PEPFAR Initiative in Tanzania

to it through their relationship with a male relative or spouse. Traditional practices in resource control and ownership influence the way projects access community members, hence the need for gender analysis prior to community intervention. Programs such as those found within USAID have been significant in addressing this imbalance. For instance, through the FtF, it was learnt that 45% of all participating farmer group members were women, and almost 30% of all participating farmer group members were youths. 47% males, 33% females and 20% youth/children success stories were profiled over the three years period (2010-2012) at <http://www.tanzania-agric.org/success.aspx>.

Youth have been marginalized in important processes and must be specifically targeted for awareness raising on rights as well as information that protects them, such as information on reproductive health. They have been missing out on national opportunities such as Kilimo Kwanza because they lack access to land and have no resources to purchase land. In this case, girls suffer more compared to boys as cultural norms prepare the girl to leave her family for marriage. She is unlikely to be entitled to any family assets. Likewise, patriarchal culture in some communities bar them from directly accessing land. This is something that should be addressed through district and local governments, ensuring that measures are taken to avail youth with economic opportunities.

Political parties, the National Election Commission and the Registrars of Political Parties have not targeted youth in interventions to increase capacities. The fact that girls have not been participating effectively in local governance political processes reflects their marginalization. Youth need to be targeted as a specific group in order to ensure their participation in political processes. Corruption in political parties will be effectively addressed if the youth understand the processes and are aware of the obstacles as well as their rights.

5.5 *Language in Public Information*

Gender equality is understood as encompassing equality of access to resources, power, respect, and status between women and men. A culture of gender equality requires that no limitations should be placed upon individuals by virtue of their gender identity. People may be stereotyped because of their social status, age, ethnicity, religion, sexual identity, class, or for a multitude of other arbitrary reasons. The broad generalizations involved in stereotyping can be prejudicial. It may be used to deprive the opportunities which should be afforded to, and expected by, the stereotyped group (*The Equality Authority 2007. Dublin*).

Local NGOs present unique platforms for community engagement for facilitating delivery of social development interventions at relatively low cost, in contrast to the formal delivery systems. Culture sensitivities require language that elicits affirmative action without losing the affected beneficiary while gaining ground through socially and politically conscious change agents. Such sensitivities are better handled when the local landscape has been mapped using rapid ethnography techniques.

Use of multiple channels in mass media for delivery of educational messages serves as reinforcement to what is learnt through training. Utilization of these approaches (i.e. multiple channels) within some of the projects (CHAMPION-Male involvement, GBV-Ambassadors) has paid dividends. Information and communication are integrated components in male involvement activities (CAT and MAPs groups) as part and parcel of the teaching content. In addition leaflets,

teaching notes and guidelines are also handed to participants as information dossiers. Lessons and positive experiences from these projects should be extended further for greater countrywide impact. Deepening methodologies used in these projects through the introduction of more aspects of the human rights based approach in health, for example, will bolster the affirmative action initiatives in these approaches.

Institutions are already providing bits of information in the districts, but this information is not comprehensive and not coordinated, and therefore unable to create a bigger impact. Actors need to coordinate awareness raising and information dissemination efforts. The work being done by PPRA can reach a larger number of people if they collaborate with other institutions and CSOs. Likewise there is need to improve coordination between institutions providing voter and civic education. Opportunities to engage a greater number of CSOs in disseminating knowledge should be used. In particular, they should be encouraged to use drama shows, TV, radio shows and ensure the engagement of women and men in advocating for participation. There are institutions (e.g. Morogoro Paralegals, Ethics Secretariat, and PPRA) that already have ongoing programs on awareness raising; these should be supported to continue these activities.

The following photos and corresponding captions were accessed from <http://www.tanzania-agric.org/success.aspx> (date 20/01/13). From a gender perspective, language may be gender sensitive, gender neutral, gender blind or even gender biased. Visual transmission of gender stereotypes can be found in many contexts, for example, commercial posters found in the streets, photo illustrations in textbooks and on websites (Kronner, H. 2012).



Promoting Gender/Youth Equity:

“45% of all participating farmer group members are women, and almost 30% of all participating farmer group members are youths”.



Reducing the Threat of HIV/AIDS:

“Almost 35,000 individuals have been trained in HIV/AIDS prevention through field days and peer education groups”.





6. Recommendations

Seven guiding principles underpin the USAID Gender Policy, reflecting key features of the Policy Framework 2011-2015 and the parameters of the USAID Forward reform agenda. The principles underpin USAID's commitment to empowerment, protection, and participation of males and females in their societies. Recommendations on the findings are pegged to the principles as follows:

6.1 Principle 1: Integrating gender equality and female empowerment and males involvement into USAID's work

Capacity Development:

- 6.1.1 Facilitate routine gender sensitization/awareness and business training -conduct exchange forums at community, district, regions and national levels, to empower women and youth to become skilled and as platforms to share and document good practices.
- 6.1.2 Monitor incorporation of issues and concepts around gender in respective programs/projects and follow up on results to encourage IPs' work in congruence with gender equality, female empowerment and male/youth involvement and progress of change of gender relations in relation to program implementation.
- 6.1.3 Disseminate relevant information particularly the USAID Gender Equality Policy to partners for their understanding and undertake measures to ensure effective participation of female and constructive engagement of men and youth in all program activities.
- 6.1.4 Develop quantitative and qualitative female empowerment and gender equality indicators to report on and ensure the reporting of these indicators from partners to programs.

Enhanced accountability:

- 6.1.6 Support the Ethics Commission to continuously provide education on ethical values to leaders at all levels through IPs in order to facilitate greater capacity to hold leaders accountable and follow up on service delivery.
- 6.1.7 Support interventions to address anti-corruption in governance institutions, including political parties particularly targeting at removing obstacles to the achievement of gender equality in leadership, improving access to justice and service delivery institutions and ensuring engagement of citizens in anti-corruption interventions.
- 6.1.8 Support oversight institutions with the responsibility of carrying out capacity building interventions, among them, gender and human rights, females' empowerment and males' engagement; to mitigate the impact of limited funding and ensure the progressive

strengthening of the oversight role. These institutions include the Human Rights and Good Governance Commission, CSOs and Election Commissions.

Enhanced Gender Advisory Role:

- 6.1.9 Strengthen the role of the Gender Advisor in the coordination of gender issues across sector interventions, guided by a gender equality strategy that adds value to gender equality, females' empowerment and males and youth engagement issues integrated into the sector strategies. Among issues that the gender strategy is to address is the gender analysis capacity needs of DOs and IPs and performance of periodic mission gender audit. Regular reporting by DOs on achievements might remind them of their gender specific responsibilities and work congruently with the Gender Policy.

6.2 Principle 2: Pursuing an inclusive approach to foster equality

Capacity Development:

- 6.2.1 Optimize use of tools and methods already in use in successful projects such as CHAMPION Couples Connect and Gender Transformative Approach and CARE-Tz Resource and Implementation Guidance - Males involvement in the context of women's empowerment. Consideration should be given to introducing these tools and methods in local training institutions (in health, community development, agriculture, teachers colleges etc) in future project design, as a sustainability and extension strategy.
- 6.2.2 To invigorate gender perspective in project implementations, make greater use of participatory practices in engaging the community to allow freedom of expression, openness and ownership of the process to take effect.
- 6.2.3 Influence systematic review of teaching and learning materials in primary, secondary and tertiary institutions for the MoEVT to identify and propose elimination of gender stereotypes.
- 6.2.4 Provide special scholarships for education and training specifically in science fields and in access of skills from TVET and for female teachers pursuing mathematics and science subjects in colleges, to compensate for gender based inequities and inequalities in performance particularly in science related professions.
- 6.2.5 Increase investment in civic and human rights education and particularly design strategies to reach marginalized groups
- 6.2.6 Identify leadership talents among females and youth within the project areas (SAGCOT) and build their leadership capacities as potential political and decision making leaders and role models.
- 6.2.7 Aim to increase the capacity of women at lower levels to participate in electoral processes and those that have been elected to effectively engage in leadership opportunities including debates. This can be done through NGOs or through government institutions with capacity and mandate to educate leaders on leadership skills.

- 6.2.8 Support advocacy and training institutions (TGNP, REPOA, LHRC, WLAC) to build capacities of youth in various areas from basic knowledge on their rights and opportunities for economic and political advancement to more technical knowledge such as following up on budgets and tracking expenditures of local governments, political parties and public institutions.
- 6.2.9 Continue using broad-based awareness programs and build on these to reach a wider group. The programs on “usipoziba ufa” have proven to be very effective and have won international recognition (at ZIFF). Other programs are ‘Jitambue’ and ‘Tuseme Tuseme’.
- 6.2.10 Support broader government programs such as the legal sector reform program particularly in ensuring that deprived groups have access to justice and that the institutions responsible for the dispensation of justice are well equipped and efficient. Their immediate needs are already documented; support should be specifically targeted at increased access to justice for women and youth
- 6.2.11 In strengthening policy activism through this system, one key entry point is in making sure that their IPs understand how gender is conceptualized within each of the international and national level gender instruments. Another is for the IPs to organize lasting campaigns on how to hold the government accountable, through understanding the gender components within these instruments. This can be coordinated through the Gender Desk at USAID.
- 6.2.12 An important strategy is to improve the culture of teaching and learning for all, particularly for girls from the poorest families which bank on girls as a commodity in exchange of dowry. Many schools especially day schools, have failed to provide a safe environment for adolescent girls, e.g. adequate toilet facilities with clean running water and friendly encouraging interactions with fellow pupils and teachers to inspire learning and excelling. Government schools boarding facilities are quite limited. This pertinent need has been felt and from 2012 the Tanzania Education Authority (TEA) initiated a campaign to raise money for construction of girls’ hostels in secondary schools. The aim was to construct 30 hostels that will accommodate 1,504 girls in various schools around the country. This is an area USAID could extend support either through the campaign or direct provision of hostel structures and/or facilities.

6.3 Principle 3: Building partnerships across a wide range of stakeholders

- 6.3.1 Work with partners and government to create an enabling environment and support for organizations focusing on harm reduction (e.g. ICAP Zanzibar and local NGOs) to function effectively.
- 6.3.2 Influence at national level the establishment of a new partnership for prevention and response to GBV under TACAIDS, which should forge collaborative links with the MNCH Partnership. Similar structures should be formed at Regional and District levels focusing on action against GBV at community and household settings.

- 6.3.3 Build strong partnership with Local Government to guide local councils to take forward relevant recommendations of the Women Leaders Conference on GBV.
- 6.3.4 Hold Public demonstration events beyond the groups that IPs have engaged with. This is in order to encourage a wider population of small holder farmers to engage with modern agricultural technology. It is an opportunity for USAID to ensure that as part of the government of Tanzania's contribution to ongoing initiatives, they have specific gender based activities.
- 6.3.6 Demonstrate gender sensitive budgeting, to recognize the differential opportunities and contribution of females and males in the production of goods, services and human labor and seek to reduce gender gaps through allocating resources and generating resources to that end.
- 6.3.7 Collaborate and forge partnerships with Technical and Vocational Education and Training (TVET), and agricultural training and research institutions and Teachers Training Colleges within Missions' geographical area of intervention (the Southern Agricultural Growth Corridor of Tanzania - SAGCOT), national gender and leadership training institutes and human rights and policy advocacy and gender transformation NGOs, for relevant knowledge and skills building of females, males and youth, for their empowerment, transformation and gainful employment particularly in the agriculture and food processing sectors.
- 6.3.8 Encourage partner institutions and project communities to interact through students' practical/field assignments, internships and teacher/tutor exchange visits/teaching.
- 6.3.9 Support institutions with ongoing capacity building initiatives targeting women leaders (depending on their areas of need, including negotiation skills, communication skills, leadership skills). These are likely to raise the profile of women in the country, including the Parliament, ZEC and NEC, House of Representatives, Commission for Human Rights and Good Governance
- 6.3.10 Directly support ZEC and NEC out of the basket to implement specific activities as per their strategic plans that will facilitate achievement of overall results of USAID particularly promoting participation of women in leadership, developing gender disaggregated monitoring systems, following up on accountability and transparency in political processes.
- 6.3.11 Closely work with rights based NGOs/CBOS in the districts as well as national level to continuously provide education to communities for sustained interventions in the area of human rights, democracy and governance
- 6.3.12 The establishment of a Gender Equality Council or Commission of Tanzania, with a clear legal mandate to enforce implementation of international and regional agreements and treaties, conduct regular gender audits and publish gender status in all spheres. This will facilitate accountability to national gender commitments.

6.4 Principle 4: Harnessing science, technology, and innovation to reduce gender gaps and empower women and girls

- 6.4.1 Expand social rights and human rights-based approaches in ongoing projects and extend them for wider programmatic applications on a national scale such that female empowerment becomes an integral part in all science and technology applications.
- 6.4.2 In sexual and reproductive health, sustain proven interventions that save lives of girls and women as well as health products that guarantee better health outcomes for them as priorities in CCHPs.
- 6.4.3 Map out current investments in health systems strengthening linked to most critical systems gaps, and initiate an HSS partnership focused on addressing critical gaps in collaboration with government (critical Human resources skills, information analysis, procurement forecasting and management, quality service delivery, financial accountability, gender sensitive representation in governance).
- 6.4.4 Introduce and/or strengthen use of ICT and improve use of pedagogy in Teacher Training Colleges, enhance teachers' gender awareness and gender analysis skills and counseling skills.
- 6.4.5 Through contractors such as iAGRI that sponsor applied research and other education support mechanisms, provide opportunities for open and distance learning, sandwich(local and abroad) programs and other patterns of individual learning including sponsored learning in local academic and research institutions for females with family commitments.
- 6.4.6 Understand the local community dynamics including gender and existing farming knowledge and systems, so as to help communities to scale up or improve on what they already know. This particularly requires building skillfully on existing practice, avoiding being prescriptive, and a full understanding of participatory learning and engagement as well as appreciation of who has access to and control of productive resources.
- 6.4.7 Support government processes to decentralize land issues, particularly to ensure that women are accessing land in rural areas in order to increase productivity. Also, management of agricultural programs particularly, developing measures to target women and youth in accessing the benefits of such programs.
- 6.4.8 Facilitate institution of a web portal for exchange of information between IPs and DOs. Initially build the capacity of users and set criteria for the kind of information to be shared. Interaction amongst IPs may encourage learning from each other and exchange of new knowledge and skills.
- 6.4.9 Provision of in-service training could add value to female teachers in keeping up-to-date with the state of the art and improving their pedagogical knowledge, gender sensitive coaching and counseling skills, gaining confidence and self esteem in such a way there is an attitude change towards meeting learners, particularly girls' learning needs and managing the intensity of pupils for improved quality graduates. Investing in teachers colleges particularly in ICT and quality teaching to deliver quality service broadly is crucial. At all levels of education, enrolments continue to expand. However, the infrastructure and the human resources are not growing as fast and to the required quality.

6.5 Principle 5: Serving as a thought leader and a learning community

- 6.5.1 Enhance the Health promotion and social marketing capacities of IPs/Facilitators, for their effective community education and sensitization, in such entities as community events, spiritual gatherings, festivals and ceremonies for meaningful change that improves well-being for both females and males regardless of age, social hierarchy or other socio-economic characteristics in relation to RCH/FP, HIV and AIDS programs and GBV interventions.
- 6.5.2 Invest in community sensitization and education to optimize the use of Drop-in-Centers and monitor the change process through operational research.
- 6.5.3 Influence government to develop a strategic approach to scaling up the successful Safe Schools Program using a leadership learning project mode that will document and take forward the positive elements of the SSP.
- 6.5.4 Ensure adequate emphasis on gender equality and equity and females empowerment in future versions of CDCS, with a focus on areas where equality and equity is yet to be attained, such as, in science in secondary level, in Technical Education and Training and in academic and research institutions.
- 6.5.5 Through iAGRI; USAID to support use of SUA gender focused research findings within SAGCOT. This requires a capacity development approach, which involves making better links among a variety of producers and users of information through networks, as well as introducing new ways of working to help make those networks effective. SUA is best positioned to play the role of brokering networks, through making their researches available for use within SAGCOT and beyond. Hence the need for iAGRI support in this area.
- 6.5.6 Disseminate information on good practices on gender integration in the area of citizen engagement, advocacy and accountability
- 6.5.7 Report at local level on achievement of gender indicators and show case good practices
- 6.5.8 Document lessons learned in program implementation, specifically addressing gender issues as they impacted program implementation, management and results.
- 6.5.9 Strengthen partnership with NGOs and government in all sectors that the USAID program covers, particularly work closely with district level government to ensure that the program is in line with district priorities, also undertake dialogue with districts to improve management, evaluate extent of capacity gaps and needs
- 6.5.10 Strengthen sustainability of programs by adequately engaging local communities in planning and management

- 6.5.11 Contractors and IPs to identify, name and profile development and leadership role models and good practices that strengthen gender equality, empower females and engage males and youth in Tanzania.
- 6.5.12 Identify and invite females with non-traditional careers, as well as successful professional and businesswomen, to act as role models in guiding and counseling girls and women on special school occasions, Farmers' Day (Nane-Nane), Saba-Saba exhibitions and other nationally celebrated days such as the International Women's Day.

6.6 Principle 6: Holding ourselves accountable

- 6.6.1 Develop and agree on a minimum set of indicators on gender equality, female empowerment and male involvement to be included in the Sector M&E as well as the routine sector data systems.
- 6.6.2 Invest in research on gender aspects of Adolescent Reproductive Health/Family Planning and HIV and AIDS, focusing particularly on operational research and mixed quantitative and qualitative studies to generate the basis for well informed decisions on interventions that lead to better outcomes and impact on gender equality.
- 6.6.3 Build into projects certain mechanisms to enable local ownership, scale up through the mainstream and out through the private sector and also allow sustainability of the same.
- 6.6.4 Build synergies across programs and partners and measure the extent to which programs report on gender achievements.
- 6.6.5 Support adequate time and resources for programs to promote active engagement of citizens to enable effective learning and CSOs to follow up on some of the issues raised during the awareness raising campaigns.
- 6.6.6 Encourage IPs' commitment to integrate gender into their policies, programs and implementation practices and share information on strategies to integrate gender and results across programs on the impact of gender. Internal (within USAID, programs and IPs) and external (with Government, NGOs and DPs) sharing should be emphasized.
- 6.6.7 Within the USAID program, specific funding needs to go to the Gender Desk. A major challenge with gender being done holistically is that the desk relies on the funding of the USAID programs and as a crosscutting issue has no budget line.
- 6.6.8 Ensure the outlined strategic interventions and results frame are followed up in a coordinated manner; there is need to prepare a gender strategy for the 5-year CDCS lifetime which will include a logically sequenced gender action plan and a budget.

7. Conclusion

This gender analysis has carefully considered the areas where USAID Tanzania is currently working, and provides recommendations to build upon and strengthen the Teams' and IPs overall approach to integrate gender equality and women's empowerment in projects and activity designs in the priority sectors.

The report has underscored the importance of fostering partnership between funding agencies and NGOs (local and international) as well as Public Private Partnership thus avoiding duplication of efforts and maximizing use of scarce resources. Similar strategies are seen within NRM and FtF projects such as iWASH, Mwanzo Bora and USAID's engagement within SAGCOT, as an example which should be copied in other regions taking advantage and optimizing opportunities offered in existing Working Groups (e.g. at national level DPG, DPGH, Health SWAP Technical Committees) and the PPP framework. Ways of reaching pockets that would drive continuation of the HIV epidemic such as reaching key populations may require semi-anonymous stakeholder partnerships, while maternal survival and youths SRH issues require address through Partnership on Reproductive, Child and Adolescent Health and a proposed new partnership against GBV and VAC.

Gender equality is an ambitious undertaking considering current cultural constructs and existing entrenched norms and stereotypes. It calls for long term strategic investment to allow authentic dialogue opening initiatives to take root and begin to shape the landscape of making men and women learn the new dialogue within which mutual respect and appreciation of the space for males and females is nurtured and protected. Facilitation of participants (men and women) is necessary for them to undertake introspection on gender roles and relations affecting issues of health, resources, education and rights, as well as appropriate steps to change or influence change for gender equality.

This analysis has brought focus on youths as a strategic target group in terms of forward-looking project planning that is gender responsive and gender sensitive, as well as pragmatic in terms of tangible outputs and outcomes. Strategic investment in youth capacity building and education (formal and informal) focusing on the three gender issues can be articulated as an integrated compact within (for example) the social accountability programs implemented by CSOs e.g. gender advocacy, legal counseling, Safe Schools Program and CATs initiative addressing specifically GBV, VAC, MVC under HIV and SRCH.

Root causes of existing gender inequalities draw from local cultural constructs reinforcing gender stereotypes; and faith related positions have a bearing on gender when these are translated literally. In this analysis it has been elaborated that the faith as well as cultural domains can be utilized for positive results in favor of gender equality and removal of obstacles to female empowerment and constructive male involvement. On the economic front the root causes have been insufficient emphasis on gender budgeting as a tool for mainstreaming gender and adopting its affirmative action.

New ways of integration of gender into existing projects have been proposed in this report, taking into account its cross cutting nature which presents an opportunity to attract various integration initiatives. Examples here include compacts of 'gender sensitive capacity building activities' such as collaborative studies between USAID staff and Government counterparts

that encompass gender equality, female empowerment and male involvement, and training activities that are multi sectoral (Health, FtF/NRM, Education and Democracy and Governance). These would require the development of joint training curricula and manuals and the adaptation of key documents guiding what should be done in projects and programs in as far as gender is concerned, that address these three interrelated issues (gender equality, female empowerment and male involvement). Efforts must be made for an in-depth understanding and adaptation of available documents both as a joint action front and individualized activity in respective programs and projects.

All capacity building activities and sensitization education sessions should pursue an inclusive approach to bring together males and females, with specific initiatives to bridge identified gender gaps and thus maximize opportunities for dialogue on an equal footing across genders. Participatory methods will help the project being implemented to allow the beneficiaries to take leadership, and thus be successful and also assist in the identification of new needy groups and scaling up to take place within the area in which USAID IPs work. It will also help the implementing partners understand the parameters and community specific constraints, i.e. provide a shared understanding for more coherent future design, promotion and sustainability.

Future project design should emphasize and put in place a mechanism for effective communication and collaboration, between the Gender Advisor and team leaders, the activity managers and technical staff as well as with IPs in building one another's strengths. This is important for impactful gender specific interventions. Complementarities among the sectors will harness the Missions' development impact. For instance, the many school drop-outs and those finishing primary and secondary education who do not gain practical skills in trades including those which are agriculture related, and the women and youth entrepreneurs that are leaders in associations that are beneficiaries of USAID FtF/NRM, could be the main targets for practical education and skills development (life skills, managing micro-credit income schemes, SRH skills, HIV prevention and impact mitigation etc). They could be among the primary focus of the Missions' Education Sector for Tertiary, Technical and Vocational Education as well as promotion of leadership skills. While gender has received some national policy and research attention, it is rarely interconnected with remedial action plans and budgets. Influencing change in the curriculum to challenge retrogressive attitudes, incorporate alternative rites of passage in place of *jando* and *unyago* and FGM is an example of remedial action that has inter-sectoral cross cutting benefits.

Risks of gender-based exclusion from current approaches in project and activity design relate to limitations faced in project or activity planning due to

- (a) lack of sex-disaggregated data (specifically in health)
- (b) insufficient attention to teachers (training colleges) orientation to ICT for enhancing quality pedagogic instruction and gender analytical and counseling skills
- (c) low demand side understanding and ability to monitor gender and human rights accountability
- (d) lack of a dedicated gender capacity building that brings together the IPs and Sub-contractors to share their experiences, and add to their knowledge and skills
- (e) insufficient attention to research on developments around gender and systems issues affecting progress on gender and

- (f) Lack of a critical look into implementation methodologies, especially access to loans and grants if they can help in reaching the poor females as desired in the program objective.

The report has noted that Science and Technology has products that can make a difference to reducing gender gaps, act against gender-based exclusion and empower women and girls towards becoming active players and beneficiaries of development efforts. Harnessing these products and delivering them requires, for example, efficient and effective working systems. Stock outs of HIV testing kit reagents, FP commodities, surgical sutures and gloves makes it difficult to deliver much needed family planning services and HIV care and treatment services. Procurement and supplies logistics system have to be well managed to confer these benefits to the target population. Quality of service has to be maintained at a good standard so that clients trust and use the services optimally. Doing this would benefit women and children since they constitute the majority attendants at health facilities. For this to happen one needs adequate numbers and optimal mix of skilled professionals at all health facilities, and in other sector service provisions. Alongside strengthening systems to benefit gender responsive interventions, in many cases an analysis of local practices and knowledge needs to be incorporated.

Sector specific strategic interventions have been put forward to inform design of projects and activities with particular attention to circumvent gender-based exclusion. These have been elaborated in Table 21 below.



8 Strategic Interventions

Table 15 below provides an overview of proposed strategic interventions which could bring improvements on the following three overarching outcomes demanded in the USAID Gender Equality and Female Empowerment Policy 2012, which are:

- Reduced gender disparities in access to, control over and benefit from resources, wealth, opportunities and services - economic, social, political, and cultural;
- Reduced gender based violence and mitigation of its harmful effects on individuals and communities; and
- Increased capabilities of women and girls to realize their rights, determine their life outcomes, and influence decision making in households, communities, and societies.

Table 21: Proposed USAID strategic interventions

Level of Intervention	Health	FtF/NRM	Education	DR/Governance	Gender Advisory Office
USAID	<ul style="list-style-type: none"> Share good practices in a 'learning mode', effective capacity building methods, ideas on scale up and sustainability strategies across programs and projects with USAID and among development partners. 	<ul style="list-style-type: none"> Gender specific indicators should be established for monitoring and evaluation objectives Suggest gender responsive monitoring tools and methodologies for the program to be able to capture both the process and end 	<ul style="list-style-type: none"> Extend improvement of learning outcomes to SAGCOT area based schools Expand ICT, quality pedagogic instruction and gender analytical and counseling skills to Teachers Training Colleges 	<ul style="list-style-type: none"> Facilitate strengthening of oversight institutions in gender integration Increase demand side ability to monitor gender and human rights accountability. Strengthen youth (boys and girls) participation in local 	<ul style="list-style-type: none"> Develop or up-date the USAID-Tz Gender Equality Strategy and a plan to integrate gender equity and equality, women's empowerment and males/youth involvement in the CDCS implementation Work with media

Level of Intervention	Health	FtF/NRM	Education	DR/Governance	Gender Advisory Office
	<ul style="list-style-type: none"> Support programs that have integrated health, HIV, GBV reduction, and education programming to address adolescent pregnancies, school drop-outs, HIV prevention, and life skills. 	<ul style="list-style-type: none"> results. Emphasize on gender budgeting as a tool for mainstreaming gender and adopting affirmative action especially on issuing agricultural loans. 	<ul style="list-style-type: none"> Establish a gender responsive dialogue forum for the main IPs and contractors of all sectors Create incentives e.g. scholarships for girls who complete and excel in education Support civil society groups and the media to monitor quality of education delivery 	<ul style="list-style-type: none"> level governance Strengthen capacities of partner institutions (CSOs and Government) to effectively mainstream gender in interventions 	<ul style="list-style-type: none"> to engage in local presentation of issues related to gender equity and equality, women's empowerment and males/youth involvements in relevant sectors
USAID IPs and Contractors	<ul style="list-style-type: none"> Undertake coordinated and integrated capacity building on gender integration. Document good practices on gender equality, female 	<ul style="list-style-type: none"> Engagement with the community, interrogation on gender should inform all strategies Critically look into implementation methodologies, especially access to 	<ul style="list-style-type: none"> Establish and sponsor dialogue forum of all sectors focusing on gender integration and results capture. Improve and scale up targeted scholarships for 	<ul style="list-style-type: none"> Support provision of legal services to females, youth and the poor in general. Build the gender responsive demand side accountability capacity in 	<ul style="list-style-type: none"> Facilitate gender capacity building of IPs and sub-contractors at opportune time Encourage IPs and sub-contractors' commitment to gender integration

Level of Intervention	Health	FtF/NRM	Education	DR/Governance	Gender Advisory Office
	<p>empowerment and male involvement, as an operational research activity.</p> <ul style="list-style-type: none"> ○ In high GBV prevalence areas, advocate for accelerated establishment of GBV drop in centers and constructive male involvement as part and parcel of Local Government affirmative action on gender by forging effective working links between Local Government and Local NGOs 	<p>loans and grants if they can help in reaching the poor females as desired in the program objective. Discover and apply the entry points in reaching them.</p> <ul style="list-style-type: none"> ○ Apply animation and participatory methods to create ownership of the programs 	<p>girls education</p>	<p>monitoring, evaluating and learning from the governance systems, policy engagement and voices of the people</p> <ul style="list-style-type: none"> ○ Support longer term programs/interventions to address obstacles to gender equality through participatory methodologies 	<p>through participation in established dialogue forum</p>
National Policy and Legislation		<ul style="list-style-type: none"> ○ Enable relevant government officials to conceptualize interconnectedness of Kilimo Kwanza and the diverse agriculture and food security and 	<ul style="list-style-type: none"> ○ Champion gender issues, women empowerment and males engagement through active engagement in the DP-Dialogue 	<ul style="list-style-type: none"> ○ support tracking of gender equality and females and youth empowerment in the implementation of laws and policies 	<ul style="list-style-type: none"> ○ Engage actively in DPG-Gender ○ Support the promotion of establishment of a National Gender

Level of Intervention	Health	FtF/NRM	Education	DR/Governance	Gender Advisory Office
		natural resource related Policies for harmonization and gender specific actions.	Structure ○ Support gender specific research and dialogue fora to influence policy and legislation	○ Support review of national legislation provisions to adhere to International Agreements and Treaties among them ICESCR 1976 and the CRC 1990 to which Tanzania is signatory ○ Support implementation and enforcement of legislation	Equality entity e.g. Council/Commission of Tanzania.
National structures and systems	○ Influence establishment of gender integration and coordination as a full time job position at MoHSW HQ. Regularize meetings to keep track of progress, challenges and solutions ○ Initiate an HSS partnership focused	○ Support tree planting initiatives and establishment of collaborative forest management in all USAID projects focused districts. ○ Intensify support in the enforcement of participatory forest management programmes that are	○ Influence change in the curriculum to challenge retrogressive attitudes, incorporate alternative rites of passage in place of <i>Jando</i> and <i>Unyago</i> and FGM ○ Use research/study reports to influence	○ Support the improvement of accountability structures to also address pertinent gender issues.	

Level of Intervention	Health	FtF/NRM	Education	DR/Governance	Gender Advisory Office
	on addressing critical HSS gaps that have a bearing on gender in collaboration with government.	gender sensitive.	<p>policy decisions e.g. updating and ensuring gender sensitivity of educational curricula, teaching materials and text books</p> <p>○ Schools to provide adequate water and sanitation facilities</p>		
Documentation, research, statistics	<p>○ Develop M&E indicators for tracking development, progress monitoring and capture best practices in gender and sharing the best practices and lessons.</p> <p>○ Support measures to increase the analysis and use of health information at facilities and communities through maximizing use of ICT in districts and other skills building activities for a better</p>	<p>○ Support investing in research and development on drought and diseases tolerant seed varieties</p> <p>○ Send key documents outlining information on rights, gender and, legal issues to IPs so it can be passed on to the community</p> <p>○ Link with local NGOs e.g. DONET in Dodoma for gender sensitive popular agricultural and environment materials</p>	<p>○ Provide to SAGCOT-based schools, computer facilities and skills for data capture and gender disaggregated data processing</p>	<p>○ Support more research and documentation that improve gender disaggregated data</p> <p>○ Support more analysis of existing data on gender violence to establish its pattern and dynamics.</p>	<p>Research, document and publish Gender Equality and Equity profile of Tanzania, a source book/report for gender accountability, including CEDAW reporting.</p> <p>○ Ensure balance between quantitative and qualitative aspects in gender evaluation of a project.</p>

Level of Intervention	Health	FtF/NRM	Education	DR/Governance	Gender Advisory Office
	<p>informed picture on gender.</p> <ul style="list-style-type: none"> ○ Support studies aimed at understanding how to improve systems factors related to GBV prevention and response and related effects (HIV, VAC, MVC) ○ Support the prioritized research agenda on gender in the National HIV and AIDS research and evaluation agenda 2010-2015⁸¹ 	<p>for capacity development at community levels.</p>			
Capacity (institutional and actors)	<ul style="list-style-type: none"> ○ Deepen knowledge and skills of Gender Focal Point persons; ○ Develop orientation and capacity building program for staff at HQ, Regions, Districts and Zonal 	<ul style="list-style-type: none"> ○ iAGRI, as a key resource on gender and agricultural productivity, to lead in information sharing to feed into IPs work ○ Link with gender training NGOs to 	<ul style="list-style-type: none"> ○ Enhance access to quality education and research through scholarships for girls and women ○ Support building of gender responsive 	<ul style="list-style-type: none"> ● Ensure capacity of village level leaders to provide effective leadership in matters of land ownership and specifically target women, girls and 	<p>Clarify the gender specific responsibilities of each actor at management and technical levels and apply sectors integrated gender,</p>

⁸¹ URT, PMO. TACAIDS; National HIV and AIDS Research and Evaluation Agenda 2010-2015 pg 29

Level of Intervention	Health	FtF/NRM	Education	DR/Governance	Gender Advisory Office
	<p>Training Centers with particular focus on GBV as a concrete problem to be solved with community (females, males and youth) involvement.</p> <ul style="list-style-type: none"> ○ Include gender orientation and capacity development for health facilities to be part of CCHPs. ○ Scale up women empowerment through micro-projects, ○ Influence institutionalization of males involvement through CATs and MAPs at Local Councils, ○ Enhance communities understanding of gender equality and family life improvement through couple connect and 	<p>conduct gender training at community level</p> <ul style="list-style-type: none"> ○ Undertake an analysis of group challenges that can hinder agricultural productivity and address them through gender focused training and capacity building ○ Training of groups and stakeholders should go beyond business management into gender awareness and management ○ Facilitate expansion of small scale irrigation schemes 	<p>and quality teachers resource bases through Teacher Training Colleges (TTCs)</p> <ul style="list-style-type: none"> ○ Implement other gender-related sector specific activities within SAGCOT area schools e.g. Safe School Project, Farmer Field Schools, Leadership skills. ○ Support creation of incentives for all girls to complete primary and secondary education, through scholarships, hostel accommodation. 	<p>boys for land ownership</p> <ul style="list-style-type: none"> ○ Support gender awareness, sensitivity and promotion of gender equity in Polisi Jamii (civilian police) ○ Support civil society organisations in helping communities to hold politicians to account on gender issues and make women's votes count. 	<p>women's empowerment and males/youth involvement capacity building approach</p>

Level of Intervention	Health	FtF/NRM	Education	DR/Governance	Gender Advisory Office
	family education.				
Guidance, Counseling	<ul style="list-style-type: none"> Facilitate development of national guidelines on application of rights based approach to protect child rights and female and male reproductive health rights through adaptation of existing resource materials on these rights. Use these guidelines to educate and counsel staff and clients as well as address rights issues within GBV and among MVC including action on VAC. 	<ul style="list-style-type: none"> IPs to identify and describe the poor and vulnerable groups, their key problems and limitations surrounding gender equality/equity, agriculture and nutrition and intervene whenever possible. 	<ul style="list-style-type: none"> Facilitate development of relevant and gender responsive manual and introduce it to TTCs, secondary and primary schools Utilize sex disaggregated data systematically, at decision making and implementation levels. 	<ul style="list-style-type: none"> Introduce female leadership mentoring program at project areas. Support youth programs targeting boys and girls to build specific sets of skills for increasing their participation in local governance Interventions to support women leaders build confidence and effectively participate in decision making positions. 	
Information, communication	<ul style="list-style-type: none"> Extend the utilization of culture sensitive approaches to informing and 	<ul style="list-style-type: none"> Create youth and gender responsive information Knowledge markets 	<ul style="list-style-type: none"> Produce and disseminate information that builds on 	<ul style="list-style-type: none"> Increase communication on rights of women and girls in user friendly 	<ul style="list-style-type: none"> Maintain a local portal on gender equity and equality, women's

Level of Intervention	Health	FtF/NRM	Education	DR/Governance	Gender Advisory Office
	<p>communicating on gender issues along the lines already tested through CHAMPION project with due consultation with custodians of local culture and faith leaders.</p> <p>○ Increase applications of mobile phones for health to benefit RCH and FP methods, choice and access in particular targeting women, girls and young couples.</p>	<p>that make SAGCOT area service providers, communities, researchers, extension workers and IPs interact.</p> <p>○ Enhance demand lead gender sensitive information service efforts of MVIWATA. In collaboration with SUA expand for a One-Stop Natural Resource (NR) problem solving service through ICT.</p>	<p>empowering women, enhance gender equality and males/youth involvement and that challenge demeaning stereotypes.</p>	<p>and easy to understand language</p> <p>○ Target partner organizations with USAID information on gender equality, governance, accountability and citizen participation</p> <p>○ Share good practices in mainstreaming gender in good governance to partner organizations</p>	<p>empowerment and males/youth involvement in socio-political and economic development endeavors</p> <p>○ Develop a relationship with the media to enhance public information and interest regarding gender issues, female empowerment and constructive males involvement</p>

9 Program Results Frame

Table 22: Sample Results and Associated Indicators

Results	Intermediate Results	Associated Indicators
Improved USAID–Tz championing for gender equality, female empowerment and male involvement.	<ul style="list-style-type: none"> Improved Country Development Cooperation Strategy (CDCS) in strategically addressing the priority gender issues, female empowerment and male involvement in Tanzania 	<ul style="list-style-type: none"> Amount of resources allocated for gender and female empowerment specific interventions
	<ul style="list-style-type: none"> Improved CDCS contribution in enhancing national indicators for gender equality, women and youth empowerment 	<ul style="list-style-type: none"> Number of good practices captured and shared
	<ul style="list-style-type: none"> Programs and projects effectively responding to gender issues; ensure equality on female and male benefits from the initiatives and mitigate negative impact on females 	<ul style="list-style-type: none"> Multi-sectoral quantitative and qualitative M&E tool in place and in use. Number of interventions building capacities of women in decision making positions
Improved USAID IPs and Contractors' gender equality, female empowerment and males involvement interventions.	<ul style="list-style-type: none"> Established gender focused dialogue forum of IPs engaging relevant government sectors and gender focal persons and community representatives. Enhanced gender sensitive capacity to manage and implement programs and projects; monitor gender specific results and capture good practices. 	<ul style="list-style-type: none"> Number of fora and gender participation and content Number of gender focused training and capacity building sessions relevant to programming skills and managing change Number of reference gender specific tools and materials availed Number of interventions to improve coordination and partnerships between USAID implementing agencies addressing sector issues

Results	Intermediate Results	Associated Indicators
Gender sensitive and female empowering national policies and legislation in place and implemented.	<ul style="list-style-type: none"> Enhanced participation as active sector member, in national policy dialogue fora including Gender DP-Group Increased support of national efforts, including through the MCDGC to meet international commitments on gender equality and women's empowerment. National and local gender and human rights advocacy NGOs; local women's groups are supported to build coalitions that involve men and influence gender equality in policies and development programs. 	<ul style="list-style-type: none"> Level of support extended for gender focused review of policies, laws and regulations harmonized to ensure sound environment for health, agriculture, education and governance, rights and democracy provisions. Level of support in influencing gender equality/equity and women empowerment issues in the Constitution building process Number of interventions to support enforcement of gender sensitive legislation Number of program strategies aiming at increasing awareness of gender sensitive legislation among citizens
Gender supportive and women empowering national structures and systems in operation.	<ul style="list-style-type: none"> Strengthened support to health programs that maximize opportunities to promote gender equality by including women in management, collecting sex-disaggregated data and undertaking gender analysis of service delivery and identifying and addressing issues that disproportionately affect women and girls. Enhanced support for initiatives to build gender analysis capacities of the parliamentarians, legal and electoral system actors, women to participate in democratic processes as candidates and voters, and to hold governments and service providers accountable. 	<ul style="list-style-type: none"> Extent of support rendered to enhance the Health, agriculture, education and Governance Management Systems, Number of interventions supported to strengthen the parliament and local councils Number of local level women in leadership positions supported to increase their ability to effectively participate in decision making
Increased gender sensitive documentation and research findings and gender	<ul style="list-style-type: none"> Enhanced interaction between USAID Gender Advisor and partners in civil society, IPs and Contractors and research institutions to contribute in influencing or adding value to their work to maximize impacts on 	<ul style="list-style-type: none"> Extent of practical adaptation of USAID gender, female empowerment and constructive male involvement framework and tools

Results	Intermediate Results	Associated Indicators
disaggregated statistics	gender equality, female' empowerment and male involvement.	
	<ul style="list-style-type: none"> Increased support to collect evidence to contribute to formulation of policies promoting gender equality and empowering females and review of existing policies having negative impacts on women and men, girls and boys 	<ul style="list-style-type: none"> Number of gender specific studies conducted and reports disseminated to decision makers and implementers Number of commissioned research and reports documenting human and women rights, gender and youth-specific social-economic status.
Increased gender responsive capacities of institutions and their key actors	<ul style="list-style-type: none"> Lives of poor women and children saved through greater access to quality maternal and child health services (e.g. skilled birth attendants and midwives), accessible quality condoms, ARVs and family planning services and large-scale disease prevention, vaccination and treatment supported. 	<ul style="list-style-type: none"> Level of reduced maternal and under five mortality Level of increase and strengthened services for care and treatment of people living with HIV/AIDS within USAID project area and beyond Increased percentage of women delivered by skilled attendants Numbers of males participating in modern family planning within USAID project area Number of males attending PMTCT care/number of women enrolled for PMTCT care Proportion of people reporting use of female/male condoms within USAID project area and beyond Extent of support for adolescent sexual and reproductive health services;

Results	Intermediate Results	Associated Indicators
	<ul style="list-style-type: none"> Enhanced scholarship opportunities for women and girls' education and in research particularly in science fields where gender gaps in completion rates and science professionals are greatest 	<ul style="list-style-type: none"> Number of girls receiving scholarships at different levels Gender equity in science studies and professionals Increased and gender equitable number of teachers in mathematics, science and languages
	<ul style="list-style-type: none"> Increased support to gender-responsive curriculum development/review, reducing gender stereotypes in subject choices; constructing toilets with water supply for girls, and addressing the needs of girls with disability. 	<ul style="list-style-type: none"> Extent of support extended in influencing gender sensitivity/positive teaching and learning tools and the school environment
	<ul style="list-style-type: none"> Support the development of women's leadership abilities in communities, for example, through participation in water supply management committees, school management committees, village health committees and village development committees 	<ul style="list-style-type: none"> Number of women leaders within USAID supported programs who vie for political leadership Number of women empowerment programs aimed at strengthening capacities of women in organized groups such as SACCOs Increased meaningful participation by girls in decision-making activities in USAID project supported areas Increased support targeting capacity building of girls and boys in land ownership, access to justice and leadership
	<ul style="list-style-type: none"> Increased support to agricultural related projects empowering women 	<ul style="list-style-type: none"> Number of women groups and individuals owning land; mills with marketing information and actively engaged in big markets.

Results	Intermediate Results	Associated Indicators
		<ul style="list-style-type: none"> • Number and gender composition of farmer groups using appropriate farming technologies • Number of appropriate technology development and transfer for Agro-processing and Value Addition • Number and extent of females engaged and benefiting from agro-forest management activities.
Guidance, Counseling	<ul style="list-style-type: none"> • Enhanced teachers mentoring and counseling skills, enabling more children, particularly girls, to attend school and learn for their own better futures. 	<ul style="list-style-type: none"> • Primary school completion rate improved • Gender parity in secondary school enrolment attained • More female student's participation in iAGRI program or improved Gender parity for the Program
Information and communication	<ul style="list-style-type: none"> • Increased support to projects that raise awareness of gender issues nationally and locally including through profiling female role models • Relevant gender positive and women empowering and male constructive engagement information material developed and disseminated 	<ul style="list-style-type: none"> • Number of advocacy projects supported • Contractors and IPs, Regional and district offices receive USAID gender Policy and necessary program/project guidelines and tools. • Number of interventions targeting increasing access to information by citizens • Number of documented good practices and lessons learned, researched information on gender mainstreaming in governance and accountability interventions



10. Annexes

Annex 10.1: Health Human Resources by Gender

Table 23: Health Human Resources by Gender

Sn	Occupational category/cadre	Male	Female	% Female	Total
1	Generalist Medical Practitioners	822	299	26.7%	1,121
2	Specialist Medical Practitioners	621	478	43.5%	1,099
3	Nursing Professionals	11	42	79.2%	53
4	Nursing Associate Professionals	4,403	16,828	79.3%	21,231
5	Midwifery Associate Professionals	84	3,848	97.9%	3,932
6	Paramedical Practitioners	4,122	2,219	35.0%	6,341
7	Dentists	71	24	25.3%	95
8	Dental Assistants and Therapists	125	48	27.7%	173
9	Pharmacists	132	61	31.6%	193
10	Pharmaceutical Technicians and Assistants	19	26	57.8%	45
11	Environmental and Occupational Health & Hygiene Workers	840	263	23.8%	1,103
12	Physiotherapists and Physiotherapy Assistants	50	23	31.5%	73
13	Optometrists and Opticians	33	12	26.7%	45

Sn	Occupational category/cadre	Male	Female	% Female	Total
14	Medical Imaging and Therapeutic Equipment Operators	100	25	20.0%	125
15	Medical and Pathology Laboratory Technicians	555	366	39.7%	921
16	Medical and Dental Prosthetic Technicians	47	20	29.9%	67
17	Other Health Service Providers	37	49	57.0%	86
18	Health Care Assistants and Other Personal Care Workers in Health Services	3,574	11,201	75.8%	14,775
19	Health Service Managers	111	53	32.3%	164
20	Medical Records and Health Information Technicians	62	89	58.9%	151
21	Other Health Management and Support Workers	2,500	2,307	48.0%	4,807
	Total	18,319	38,281	67.6%	56,600

Source: HRH Country Profile 2012

Annex 10.2: Gender Equality in Oversight institutions

Table 24: Gender Equality in Oversight institutions

Institution	Position	Male	Female	% Female
Ethics Secretariat	Commissioner	-	1	100
	Directors	-	2	100
	Secretaries	1	1	50
	Assistant Secretaries	1	3	75
	Zonal Assistant Secretaries	6	1	14
CHRAGG (Mainland)	Chairman	1	0	0
	Deputy Secretary	0	1	100
	Chief Executive Officers	3	2	40

Institution	Position	Male	Female	% Female
	Department Officers	3	1	25
CHRAGG Zanzibar	Commissioners	1	-	0
	Directors	-	-	0
	Officer in Charge	1	-	0
	Technical Staff	3	2	40
Police	Inspector General of Police	1	0	0
	Commissioner of Police	4	0	0
	Deputy Commissioner of Police	8	0	0
	Senior Assistant Commissioner of Police	38	4	10
	Assistant Commissioner of Police	118	8	6
	Senior Superintendant Police	234	14	6
	Superintendant Police	275	31	10
	Assistant Superintendant Police	428	49	10
	Inspector of Police	461	118	20
	Assistant Inspector of Police	923	229	20
	Regional Police Commanders /Units	44	5	10
Registrar of Political Parties (Mainland)	Registrar	1	-	0
	Assistant Registrar	2	-	0
	Director of Human Resource	1	-	0
	Head of Procurement Unit	-	1	100
	Budget Officer	-	1	100
	Chief Accountant	1	-	0
	Chief Internal Auditor	1	-	0
Registrar of Political Parties (Zanzibar)	Registrar	1	-	0
	Deputy Registrar	1	-	0
	Assistant Registrar	1	-	0

Institution	Position	Male	Female	% Female
PPRA	CEO	1	-	0
	Directors	3	2	40
	Heads of Units	2	-	0
	Managers	4	5	56
ZEC Zanzibar	Commissioners	6	1	14
	Director (Secretary)	1	-	0
	Heads of Divisions	6	-	0
	Assistant Heads of Divisions	4	2	33
(ZEC) District Election Offices	Heads of Offices	9	1	10
	Assistant Heads	7	3	30

Source: Government Officials Interviewed in the various Institutions 2013



Annex 10.3: Male Involvement Case study

Mtwara Society against Poverty (MSOAPO)

The Executive Secretary (Hassan Chale) and Treasurer (Mustafa Kwiunga) interviewed in December 2012 had the following to share: MSOAPO has a gender balanced structure. Its history dates back to FHI looking for ISHI campaign group advocates: The individuals identified matured in 2007 (turned over 30 years) and decided to use the skills learnt for engagement in development. Hence in 2008 they registered an NGO and got RFA funds for HIV prevention campaigns. They covered schools on abstinence at primary and secondary level, organized health competitions and traditional dances. FHI further facilitated a Girls Power Conference (400 girls) where a provocative paper on dialogue regarding HIV/AIDS infection prevention was shared.

1. Focus of MSOAPO: Reaching Youth; couples education on HIV /AIDS; males as partners (MAP) Clubs activities; women empowerment activities.

2. Specific objectives of the project

- 2.1 Prevent HIV transmission as a result of harmful traditional practices

- 2.2 Sensitize youths to take up leadership for change

- 2.3 Sensitize on traditional initiation ceremony

- 2.4 Women empowerment through micro income generating projects

3. Method and approaches used:

Gender imbalance caused by “Jando na Unyago” was addressed by:

Raising awareness of youth on links between HIV/AIDS and ‘Jando na Unyago’; how to change harmful traditional practices.

Couples education and training on HIV/AIDS awareness; trained couples extend the education to other couples.

4. Tools applied to build capacity - impart knowledge, influence attitudes, and increase skills:

Engaging boys and men in Gender Transformation – The group education manual of 2009 (Copyright Engender Health Champion) was shared for scrutiny on gender content. The interviewer observed it is a useful manual with pragmatic exercises that open up authentic dialogue on gender at community level using sufficiently prepared facilitators.

Training process involved Facilitators trained for 6 weeks broken into two weeks phases. End of training was examined by practicals. Trainers were from Tanzania, Kenya, and USA. MOCDG was not involved in training as such except at end of training examination. Training involved 10 regions – Mtwara, Tabora, Lindi, Shinyanga, Coast, Mwanza, Iringa, Mbeya, Morogoro, and Dar-es-Salaam. Facilitators went back to respective districts and trained local action teams (Community Action Teams - CATs, MAPs, and Couples etc).

5. Extent of Local Government Council and existing community structures involvement:

MSOAPO is recognized by Local Government since it involved LG officials at critical stages of clearance and organizing community activities. They now get Technical Assistance from Council.

6. How the activities promote or enhance gender equality, women empowerment and male involvement:

Through Women in Social Entrepreneurship (WISE) project managed to accomplish the following:

Women empowerment – Now women have a source of income that helps meet needs for caring for children within families. Change of mindset had to begin in Newala starting with males through seminars, meetings for sensitization. Use of sketches, messages on T-shirts, special events, formation of groups and training in key themes, exposure through study tours and participation in developing a centre for women empowerment- Newala Nanguruwe Ward, now educated on developing Village Community Development Funds for lending to each other amongst members.

Involvement of girls to assure their school attendance – situation has improved. Men interference with women's cash occurs amongst about 20%. Coverage was 4/16 wards.

Male involvement in HIV and gender issues encompassed Community Action Teams (CATs) formed at district to facilitate community events – messages on HIV and gender, with generally positive community response; male attendance at RCH started to be seen. Also undertook MAP classes focused on HIV, GBV reduction already elaborated, educative video shows, dialogue on thematic health issues such as GBV, wealth distribution inequity, and intra-household labor distribution, physical and injurious violence. “Kituo cha maarifa kwa jamii” (Information resource centre) – was then under preparation. Regarding a work place program – they started a local industrial enterprise (HOLAM). Activities undertaken include HIV/AIDS education of workers, testing and counseling and referral for those in need. Sexual networking that was prevalent (leading to many deaths) now reduced or more secretive. Now employers value workers' health. Couples education program supported by GIZ was also undertaken.



1. Documentable best practices on gender in the project:

Even though there is no document at hand as such, it was observable that key program ground-breaking on gender is based on MAPs classes as evidenced by testimony from couples and MAP Clubs members – they experience healthier sexual relations following AIDS awareness. They play a role of educating others, early forced marriages are becoming rare and spouse physical violence has gone down. The project is ripe for documenting best practices.

2. List of challenges and weaknesses faced related to deepening attention to gender issues:

- Funds for investing in various development initiatives still donor dependent.
- Ability to hire experts to develop project proposals
- Extending education on couples dispute resolution management
- Translation of training tool to Kiswahili – to enable expansion of MAPs training to reach greater number of communities
- Among the Islamic faith challenges are still there since part of the polygamous family is neglected.

3. Solutions suggested in mitigation of challenges:

-  Devising income generating projects
-  Thinking through how to secure funds for proposal writing capacity building.

Key lessons and observations from this case study:

Couples education presents a unique way to stimulate and actualize dialogue amongst couples and hence break the culture of silence on sex matters across the gender divide and contribute to marriage stabilization.

Root causes of gender inequality

- Culturally ingrained attitudes presenting the male superiority stereotype; the local culture does not expect men to help women in their roles (FAWOPA and DMO Mtwara).
- Male domination of decision making on SRH, FP (freedom of choice and freedom to decide where to seek treatment) passed on from one generation to the next.
- Religious sensitivities (resulted in rejection of GBV wider scoping proposal in Lindi, Mtwara – GIZ former employee shared).

Obstacles to female empowerment

- Ignorance of the law that governs human rights on equal terms across gender as well as shortcomings in the laws. For example “fear of the consequences of stigma and discrimination like divorce and denial of human rights has made it difficult for women and girls to disclose their HIV status to their partners and families”. Gender discriminative laws like the Law of Marriage Act 1971 and cultural norms provide for early marriage which increases the risk of HIV infection to young women and girls. The common practice observed is those elderly men in polygamous relationships marrying young girls and thus deepening their risk to HIV infection.
- Frequent incidence of divorces was echoed in Mtwara (FAWOPA); consequent family disruptions contribute to prevalence of MVC. Gender imbalance in allocation of responsibility for care of MVC places the burden on women (...*cultural norm that child care was a woman's role*) even though they have no control over household income.
- Custodians of local culture and education (Madrassa instructors and school teachers) making sexual advances towards female or male pupils/students (*Zanzibar and Mtwara respectively*).
- Culture of silence (shyness) across gender to talk about matters of sex (women talk to women, men talk to men).
- Limited ability to manage income generating ventures as couples, with women controlling the ‘purse strings’ (“*Pamoja Tuwalee*” *income generating venture targeting women empowerment through Village Banks; supported by PACT*) was experienced in Mtwara (FAWOPA); they face a challenge of extending benefits beyond the empowered women (reaching other women and men) and how to deal with unfulfilled promises from PACT.

Obstacles to constructive male involvement

- Hidden agenda to control woman's choice of FP method - when men accompany women to the clinic in Zanzibar it does not mean they are more gender sensitive; they do this to be available to make decisions and hence ‘not give freedom of choice’ to the woman.

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- Men's negative attitudes towards Family Planning (males may shred FP cards, throw pills in toilet in disapproval of engaging in FP – testimony from Morogoro Urban Clinics) are an obstacle to their involvement in Family Planning.
 - Weaknesses in STI and HIV cases management due to shortages of human resources and essential supplies (laboratory test kits and medicines), poor or absence of follow-up on absconded or defaulting cases, inability to trace contacts and limited MARPs friendly services render male involvement a theoretical as opposed to a practicable effective measure.
 - Cultural norms against male circumcision.
 - Cultural norms that child care is a female responsibility.



Annex 10.4: Abbreviations

ACT	Agricultural Council of Tanzania
ADB	Africa Development Bank
AIDS	Acquired Immune Deficiency Syndrome
ARV	Antiretroviral Drug
ASDP	Agricultural Sector Development Program
ASDS	Agricultural Sector Development Strategy
AWF	African Wildlife Foundation
BEMONC	Basic Emergency Maternal Obstetric and Newborn Care
BEST	Basic Education Statistics in Tanzania
BMAF	Brown Medical Annual Fund
BPA	Beijing Platform for Action
CAADP	Comprehensive Africa Agriculture Development Program
CATs	Community Action Teams
CCHP	Certified Correctional Health Professional
CDC	Centre for Disease Control and Prevention
CDCS	Country Development Cooperation Strategy
CEDAW	Convention on the Elimination of All Forms of Discrimination Against Women
CHAI	Clinton Health Access Initiative
CHAMPION	An initiative to increase men's involvement in preventing the spread of HIV in Tanzania
CHRAGG	Commission for Human Rights and Good Governance
CSOs	Civil Society Organizations
DC	District Council
DHIS	District Health Information System
DHS	Demographic and Health Survey
DPs	Development Partners
DPG	Development Partners Group
EGPAF	Elizabeth Glaser Pediatric AIDS Foundation

DRG	Democracy, Rights and Governance
EMA	Environmental Management Act
ESDP	Education Sector Development Program
ESMIS	Education Sector Management Information System
FAWOPA	Faidika Wote Pamoja
FDC	Folk Development Colleges
FGC/M	Female Genital Cutting/Mutilation
FHI	Family Health International
FIU	Farmer to Farmer Program
FP/RH	Family Planning /Reproductive Health
FtF	Feed the Future
GE	Gender Equality
GEWEME	Gender Equality and inequality, Women's Empowerment and Men's Engagement
GBV	Gender Based Violence
GDP	Gross Domestic Product
GER	Gross Enrolment Ratio
GEWEME	Gender Equality and Inequality, Women's Empowerment and Men's Engagement
GFPs	Gender Focal Persons
GHI	Global Health Initiative
GIR	Gross Intake Rates
GIZ	Tanzania-German Program to Support Health
GLOWS	Global Water for Sustainability Program
GMWG-MP	Gender Mainstreaming Working Group- Macro Policies
GoT	Government of Tanzania
HIV/AIDS	Human Immunodeficiency Virus/ Acquired Immune Deficiency Syndrome
HSSP	Health Sector Strategic Plan
JHPIEGO	International Non-Profit Health Organization affiliated with Johns Hopkins University
iAGRI	Innovative Agricultural Research Initiative
ICAP	International Centre for Aids Care and Prevention
ICT	Information Communication Technology

ILO	International Labor Organization
IPs	Implementing Partners
iWASH	Integrated Water Sanitation and hygiene
LABF	Legal Aid Basket fund
LGA	Local Government Authority
LHRC	Legal and Human Rights Center
LRCT	Law Reform Commission of Tanzania
LRSP	Legal Sector Reform Program
LSIs	Legal Sector Institutions
LTPP	Tanzania Long Term Perspective Plan
M&E	Monitoring and Evaluation
MAFC	Ministry of Agriculture Food security and Cooperatives
MAPs	Men As Partners
MCA	Millennium Challenge Account
MCDGC	Ministry of Community Development, Gender and Children
MDA	Ministries Departments and Agencies
MDG	Millennium Development Goals
MKUKUTA	Mkakati wa Kukuza Uchumi na Kupunguza Umaskini Tanzania
MKUZA	Mkakati wa Kupunguza Umaskini Zanzibar
MLYWCD	Ministry of Labour, Youth, Women and Children Development
MMAM	Mpango wa Maendeleo ya Afya ya Msingi (Primary Health Development Program)
MOCLA	Ministry of Constitution and Legal Affairs
MoEVT	Ministry of Education and Vocational Training
M & E	Monitoring and Evaluation
MOHSW	Ministry of Health and Social Welfare
MSOAPO	Mtwara Society Against Poverty
MTEF	Mid-Term Expenditure Framework
MTS	Medium Term Strategy
MVC	Most Vulnerable Children
MVIWATA	Muungano wa Vikundi vya Wajasiriamali Tanzania
NACP	National AIDS Control Program

NAFAKA	Tanzania Staples Value Chain
NBS	National Bureau of Statistics
NER	Net Enrolment Ratio
NGO	Non Governmental Organization
NIR	Net Intake Rates
NRM	Natural Resource Management
NRM	Natural Resource Management
NSGRP	National Strategy for Growth and Reduction of Poverty
OCS	Officer Commanding Stations
PCCA	Prevention and Combating of Corruption Act
PEPFAR	Presidents' Emergency Plan for AIDS Relief
PHDR	Population and Human Development Report
PLHA	People Living with HIV and Aids
PMTCT	Prevention of Mother-to-child Transmission
PSI	Public Service International
RCH	Reproductive and Child Health
REPOA	Research on Poverty Alleviation (NGO)
RGOZ	Revolutionary Government of Zanzibar
RHMT	Regional Health Management Team
SADC	Southern African Development Community
SAGCOT	Southern African Growth Corridor of Tanzania
SAP	Structural Adjustment Program
SHIDEPHA	Network of People living with HIV/AIDS
SID	Society for International Development
SOSPA	Sexual Offences Special Provision Act
SPGD	SADC Protocol for Gender and Development
SRH	Sexual and Reproductive Health
SSP	Safe Schools Program
STIs	Sexually Transmitted Infections
SUA	Sokoine University of Agriculture
SWAP	Sector Wide Approach
TACAIDS	Tanzania Commission for AIDS

TAFSIP	Tanzania Agriculture and Food Security Investment Plan
TAMWA	Tanzania Media Women Association
TAPP	Tanzania Agriculture Productivity Program
TARWOC	Tanzania Rural Women and Children Development Foundation
TAWJA	Tanzania Women Judges Association
TAWLA	Tanzania Women Lawyers Association
TAWLAE	Tanzania Association of Women Leaders in Agriculture and Environment
TB	Tuberculosis
TCCI	Tanzania Chamber of Commerce and Industry
TCMP	Tanzania Coastal Management Program
TGNP	Tanzania Gender Networking Program
TLS	Tanganyika Law Society and Tanzania
Tubocha	Tuboreshe Chakula Food Processing and Consumption
UMATI	Chama Cha Uzazi na Malezi Bora Tanzania (Reproductive Health (SRH) education, information and services in Tanzania)
UN	United Nations
UNCAC	United Nations Convention against Corruption
UNDAP	United Nations Development Assistance Program
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNICEF	United Nations Children's Fund
URC	University Research Company
URT	United Republic of Tanzania
USAID	United States Agency for International Development
VAC	Violence Against Children
VCT	Voluntary Counseling and Testing
WLAC	Women's Legal Aid Center
WiLDAF	Women in Law and Development Africa
WWF	World Wildlife Foundation
ZAC	Zanzibar Aids Commission
ZEDP	Zanzibar Education Development Program
ZIFF	Zanzibar International Film Festival
ZHTLP	Zanzibar HIV Tuberculosis and Leprosy Program

ZSGRP	Zanzibar Strategy for Growth and reduction of Poverty
ZnZ	Zanzibar

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Annex 10.6: List of Interviewees

Number of Interviewees: 151 Female; 128 Male

s/n	Institution	Name	Position	Sex
1.	USAID	Craig Hart	Team Leader/Program Officer	M
2.	USAID	Ludovicka Tarimo	Project Development Specialist/Gender Advisor	F
3.	USAID	Mariam Onivogue	Project Development Specialist	F
4.	USAID	Joyce Mndambi	Project Management Specialist - NRM/EG	F
5.	USAID	Laura Kikuli	Project Management Specialist – Education & GFP	F
6.	USAID	Agatha Sector	Natural Resource Management Officer	F
7.	USAID	Hillary Mathews	Health Project Officer & GFP	F
8.	USAID	Danny Dedeyan	Project Management Specialist – DRG	M
9.	CIDA	Beatrice Omari	Education Advisor -CCO	F
	Government Officials			
10.	President's Office - Ethics Commission	Hon. Judge Kaganda	Commissioner	F
11.	RCH Program DSM	Dr. Maurice Hiza	National Officer i/c Family Planning Program DSM	M
12.	RCH Program	Martha G. Rimoy	Former Focal Point Gender in RCH Program	F
13.	RCH Program	Dr. Grace Mallya	Gender focal person	F
14.	MoHSW	Anchila Vangisada	Gender Focal Person	F
15.	MoHSW	Wilfred Yohana	Health National Sentinel Surveillance System	M
16.	NACP-MoHSW DSM	Neema Makyao	Gender Focal Person	F
17.	MoHSW Department of Social Welfare	Zaria Mwenge	VAC and Gender Desk Officer	F
18.	Morogoro	Dr. Godfrey Mtey	Regional Medical Officer	M

s/n	Institution	Name	Position	Sex
19.	Morogoro	S. Kinyongpo	Ag RRCHCo	F
20.	RIVO Morogoro	Abdul Kakai		M
21.	Morogoro	Cecilia Lekule	CTC and HBC coordinator	F
22.	Morogoro	Tabitha Matiku	Social Welfare Officer	F
23.	Morogoro Municipality	Dr. Mahizo	District Medical Officer	M
24.	Sabasaba HC Morogoro Municipality	Dr. Perpetua Byumyeko	Assistant Medical Officer	F
25.	Uhuru Urban Clinic Morogoro Municipality	L.A. Kinigu	District Immunization and Vaccines Officer	M
26.	Iringa	Mwalusamba	Ag Regional Medical Officer	M
27.	Iringa	Mrs Elina Malila	RCH i/c Regional Referral Hospital	F
28.	Mtwara	Lt Col Simbakalia	Regional Commissioner	M
29.	Mtwara Municipality	Dr. Christa Nzala	District Medical Officer	F
30.	Mtwara Municipality	Rosalia Arope	District Nursing Officer	F
31.	Mtwara Municipality	Assumpta Mbawala	District RCH Coordinator	F
32.	Mtwara	Invocavit Swai	Temporary Regional Focal Person EPOS Germany	F
33.	Mtwara RHMT	Dr. Saduni Kabuma	Regional Medical Officer	M
34.	Mtwara RHMT	Vivian Kilimba	Regional RCH Coordinator	F
35.	Mtwara	Kisamo Hamphredas	Regional AIDS Coordinator	F
36.	Mtwara	Fortunata Mmasi	Health Officer	F
37.	Mtwara Municipality	Ms Rosalia Arope	District Nursing Officer	F
38.	Mtwara Municipality	Ms Assumpta Mbawala	District RCH Coordinator	F
39.	Kishapu District	Bilakwata Ruchius	Executive Director	M
40.	Kishapu District	Mohamed Mlewa	Health Officer Focal person HRH and HMIS	M
41.	Maganzo Health Center	Rachel Mchome	Registered Nurse and WMAC /VMAC Facilitators	F

s/n	Institution	Name	Position	Sex
42.	GIZ Mtwara	Aloyce Temu	Former Trainer/ Facilitator	M
43.	Mtwara Municipality	Baltazar Komba	Chair District Health Board/ Head of FAWOPA	M
44.	Reli Ward Mtwara	Rashid Zahir	MAP Chair	M
45.	Jangwani Ward Mtwara	Amos Geuka	MAP Secretary	M
46.	Ministry of Agriculture	Malema	Assistant Director Crop Promotion Services	M
47.	Western Indian Ocean Marine Science Association	Ramadhan Rashid Hassan	Marketing and Business Development Specialist	M
48.	PPRA	Dorothy Mbena	Human Resource Management Manager	F
49.	PPRA	Bertha Lipindi	Manager M&E	F
50.	PPRA	Awadhi Suluo	Acting Director Capacity Building	M
51.	PPRA	Colleta Mnyamani	Public Relations Officer	F
52.	CHRAGG – Tz Mainland	Juliana Laurent	Principal Investigation Officer	F
53.	Morogoro Municipal Office	Neema Kilembe	Principal Planning Officer	F
54.	Mtwara Municipal Office	Silvester Ndulango	Principal Economist/Planning Officer	M
55.	Mtwara Municipal Office	Nyamayao Saidi	Community Development Officer	F
56.	Mtwara Judiciary – Resident Magistrate Court	Omari Wawa	DPP	M
57.	Mtwara Judiciary – Resident Magistrate Court	Magistrate Esanju	Magistrate	M
58.	Mtwara Judiciary – Resident Magistrate Court	Anne Mwandiga	Head, PMU	F
59.	Police Mtwara	Maria Nzuki	Regional Police Commander	F
60.	Police Mtwara	Suma Brown	Vice Chair Gender Desk	F
61.	Police Mtwara	Jovina Kayange	Acting Secretary Gender Desk	F
62.	Police Mtwara	Kipenya H. T	Regional Education Officer - Mtwara	M
63.	MCDGC	Meshack Ndaskoi	Director Gender	M

64.	MCDGC	Judy D Kizenga	Deputy Director Gender 0684103721	F
65.	MoEVT	Jumanne K. Shauri	Principal Education Officer Primary Education Department	M
66.	MoEVT	Winfrida Rutahindurna	Gender Focal Person	F
67.	MoEVT	Imelda Kihaka	Gender Desk Officer	F
68.	MoEVT- Institution	Eli Akyo	Karume Primary School – Kinondoni District DSM	F
69.	MoEVT- Institution	Stancy Mushi	Makurumula Secondary School- Kinondoni District	F
70.	MoEVT-Institution	Alana Banda	Makurumula Secondary School- Kinondoni District	F
	Zanzibar GoVT			
71.	MoEVT-Zanzibar	Uledi Juma Wadi	Director- pre and primary education ZNZ	M
72.	MoEVT	Ame Juma Khatib	Officer f Primary Education	M
73.	MoEVT	Salha Kassim Yahya	Head of pre-school	F
74.	MoEVT	Ahmad Ali Mohamed	Radio Instruction to strengthen Education co-ordinator (IRI)	M
75.	MoEVT	Fatma Mode Ramadhan	Assistant Head of Pre-School	F
76.	Jang'ombe Primary ZnZ	Tifly Mustafa Nahoda	Head Teacher	M
77.	Jang'ombe Primary ZnZ	Abdu Ahmada	Sheha	M
78.	President's Office Ministry of Good Governance Znz	Ali Vuai Aziz	Director Administration	M
79.	President's Office, Ministry of Good Governance Znz	Jabir S. Amour	Planning Officer	M
80.	Presidents Office, Ministry of Good Governance Znz	Hassan V. Hassan	Human Rights Officer	M
81.	President's Office, Ministry of Good Governance Znz	Habibu A Juma	Public Service Officer	M
82.	President's Office, Ministry of Good Governance Znz	Wahida Kondo	Coordinator Good Governance and GFP	F

s/n	Institution	Name	Position	Sex
83.	CHRAGG ZnZ	Zahor J. Khamis	Commissioner	M
84.	CHRAGG ZnZ	Saada A. Masoud	Human Rights Officer	F
85.	CHRAGG ZnZ	Juma Mleli	Good Governance Officer	
86.	House of Representatives ZnZ	Amour Mohamed	Parliamentary Secretary	M
87.	Zanzibar Election Commission (ZEC)	Juma Sanifu Sheha	Civic Education Officer	M
88.	Zanzibar Election Commission (ZEC)	Khamis Issa Kham	Lawyer	M
89.	Zanzibar Election Commission (ZEC)	Juma H Jecha	Information Officer	M
90.	Zanzibar Election Commission (ZEC)	Juma H.Ussi	IT manager	M
91.	Registrar of Political Parties	Sisty Leonard Nyahoza	Assistant Registrar of Political Parties	M
92.	MSWYWCD	Fatma A. Khatib	M&E Officer/Gender Equality & Women Employment Coordinator	F
93.	MSWYWCD	Halima M. Ali	Improve Gender Sensitive Data Collection and Analysis Program Coordinator	F
94.	MSWYWCD	Zainab S. Mbaruk	Women Officer	F
95.	MSWYWCD	Halima A. Omar	Coordinator Gender Program (UNFPA)	F
96.	MSWYWCD	Halima Ali Khamis	Director for Women and Children Development- MSWYWCD	F
97.	MSWYWCD	Mhaza Gharib Juma	Director of Planning Policy & Research	M
98.	MSWYWCD	Msham Abdullah Khamis	Deputy Principal Secretary	M
99.	MSWYWCD	Muhamedi Salum Ali	Mkurugenzi wa Vijana- - Director of Youth Program	M
100.	MSWYWCD	Ubwa Haji Tuwani	Youth Officer	M
102.	MSWYWCD Tunguu Youth	3 Male – 1	Farmers	3M

s/n	Institution	Name	Position	Sex
	Group	Female		1F
103	Ministry of Agriculture ZnZ	Mansura Kassim	Director Food Security and Nutrition Department	F
104	Ministry of Agriculture ZnZ	Maryam Juma Abdulla	Director PPR	F
105	MoH RGOZ	Dr. Mohamed Jidawi	Principal Secretary	M
106	MOH RGOZ	Khadija Shaaban	Sector Gender FP	F
107	MOH RGOZ	Dr. Ahmed Mohamed Khatib	Program Manager	M
108	MOH RGOZ	Kassim Issa Kirobo	IRCH Gender FP	M
109	MOH RGOZ	Jokha Khamis Juma	Head Human Resource Division	F
110	ZAC	Ms Nuru Ramsa Mbarouk	Information Officer	F
111	ZAC	Dr. Omar Makame Shauri	Executive Director	M
112	Mnazi Mmoja Hospital	Dr. Msafiri Marijani	Dr. I/c GBV Forensic Pathologist	M
113	Mnazi Mmoja Hospital	Dr. Salum	OPD i/c Forensic Department	M
114	Mnazi Mmoja Hospital	Dr. Fatma Ali Haji	Clinician GBV One Stop Center	F
115	Mnazi Mmoja Hospital	Zawadi Daniel	Police Officer GBV One Stop Center	F
116	ZHTLP	Hamida Omar Bungalah	Zonal PMTCT Coordinator	F
117	ZHTLP	Safia Abdallah Omar	HBC Coordinator ZHTLP	F
118	ZHTLP	Asha Ahmed Othman	HIV Lab Coordinator	F
119	ZHTLP	Asha Ussi Khamisi	M&E Officer	F
120	ZHTLP	Maryam Ali	STI/MARPS Section	F

s/n	Institution	Name	Position	Sex
		Khamis		
	Implementing Partners / NGOs			
121	Futures Group Dar-es-Salaam	Millicent Obaso	Country Director	M
122	Futures Group Dar-es-Salaam	Paul Luchemba	Program Officer	M
123	Futures Group Dar-es-Salaam	Gregory Kamugisha	Family Planning Focal Point	M
124	Africare Dar-es-Salaam	Datus Ng'wanangwa	Deputy Chief of Party	M
125	Africare Iringa	Stella Derrick Mdawah	GBV&CP Specialist	F
126	Africare Iringa	Milasara Evance	Capacity Building Specialist	F
127	Engender Health Dar-es-Salaam	Dr. Monica Mhoja	Deputy Chief of Party	F
128	Engender Health Dar-es-Salaam	Dr. Katanta M. Simwanza	Gender & Men as Partner Program Officer	M
129	Engender Health CHAMPION Prog	Ester Majani	Program Officer	F
130	Engender Health- Champion Shinyanga	Phoebe Samwel	Program Officer	F
131	Engender Health Acquire DSM	Richard Killian	Country Representative	M
132	Engender Health Acquire DSM	Dr. Feddy Mwanga	Technical Director and Deputy Chief of Party	F
133	Engender Health Iringa	Mwaluko Kongola	Program Officer	M
134	FHI 360 Dar-es-Salaam	Richard Embry	Country Director	M
135	JHpiego Iringa	Dr. Leonard Ndeki	Head of JhPIEGO	M
136	JHpiego Iringa	Maende Makhoka	Shared experience from UJANA - FHI 360, his former project engagement	M
137	ROADS project FHI360 DSM	Charles Fungo	Senior Program Officer	M
138	Marie Stopes DSM	Heidi Brown	Country Director	F
139	SAGCOT Centre Ltd	Geoffrey Kirenga	CEO	M
140	Tanzania Integrated Water,	Abdulrahman	VSL Technical Officer	M

s/n	Institution	Name	Position	Sex
	Sanitation and Hygiene (iWASH) Program	Hamad		
141	iAGRI	David Kraybill	Project Director	M
142	iWASH group visit – Mvumi	Cecilia Albinu	Committee Member	F
143	iWASH group visit – Mvumi	Kudra Abdallah Mate	Secretary	M
144	Monitoring and Evaluation Project	Michael A Viola	Chief of Party	M
145	AWF	Normai Ole Olenakuya	Office help	F
146	AWF	Ndaya Porong	Office help	F
147	AWF	Nongishu Ndidu	Office help	F
148	AWF	Saningo' Kimirei	Acting Ranch Manager	M
149	AWF	Charles Hibujiku	Acting Port Officer	M
150	AWF	Melita Mepukor	Community Coordinator	M
151	AWF	Lina Kiwelu	Project Officer	F
174	AWF – group visit	Nasho women group	Group members	23 F
189	AWF – group visit	Kisipi women group	Group members	15 F
	USAID Projects			
190	Mwanzo Bora DSM	Margaret Rugambwa	Gender Action Plan Consultant	F
191	Mwanzo Bora DSM	Joseph Komwihangiro	DDI – AFRICARE	M
192	Mwanzo Bora Zanzibar	Amina Saleh		F
193	Mwanzo Bora Morogoro	Agnes Mahembe	Nutrition specialist	F
194	Mwanzo Bora Morogoro	Deus		M
195	Mwanzo Bora Dodoma	Esta Kalaghe	M;E Officer	F
196	Mwanzo Bora Dodoma	Dodorres M	Regional Nutritionist	M
197	NAFAKA	Elizabeth Temu	Gender	F
198	NAFAKA – Kiteto	Frederik Jailos	Kiteto Field Coordinator	M

s/n	Institution	Name	Position	Sex
199	NAFAKA – Kiteto	Hamisi Mwango	M&E Officer	M
200	NAFAKA	Mufungo Daniel Manyama	Gender Field Coordinator	M
201	NAFAKA	Martin E Mason	Deputy Chief of Party	M
202	TAPP – Zanzibar	Omar Abubakar	FieldAgronomist	M
203	TAPP – Morogoro	Geofrey Bakari	Field..Agronomist	M
204	TAPP – Morogoro, Dodoma	Elisha Morris	Agronomist	M
205	TAPP Dumila	Asha Makengura	Secretary – Maelewano Farmers Group	F
206	TAPP Dumila	Christopher Obedi Mseli	Member – Maelewano Farmers Group	F
207	Tubocha - DSM	Joel Strauss	Monitoring and Evaluation	F
208	Tubocha - DSM	Jenerosa Mlokozi	Nutritionist - Public Health	F
209	Tubocha Morogoro	Ibrahim Kibata Sanani	Executive Director - 2pm Sembe Mill	M
210	Tubocha	Emmanuel Kitale	Head of Business Advisors	M
211	Tubocha	Joseph Kaigera	Grant	M
212	Tubocha Dodoma	Miriam Mazengo	Three Sisters	F
213	Tubocha Dodoma	Tabitha Lema	Matabitha food processor	F
214	Tubocha Dodoma	Joyce Manase	Bukile food processor	F
215	WWF	Hissein Sosovele	CBN NRM Coordinator	M
216	Creative	Renuka Pillay	TZ21's Chief of Party	F
217	Mtwara TZ21	Felix Mbogella	Deputy Chief Of Party Mtwara	M
218	Mtwara TZ21	Seleman Nahatula	Teacher Education Specialist	M
219	Mtwara TZ21	Kizitho Mniwako	Research and Documentation	M
220	Mtwara TZ21	Revocatus Balashuha	Grant Coordinator	M
221	Mtwara TZ21	Afra Kukanga	Program Support Officer	F
222	Mtwara TZ21	Hadija Napanya	Office Attendant	F
223	Mtwara TZ21	Zamda Makisa	Part time community mobilizer	F
224	Mtwara TZ21	Abbas Ally	Driver	M

s/n	Institution	Name	Position	Sex
225	Mtwara TZ21	Samuta Kulungu	Driver	M
226	Mtwara TZ21	Shaibu Lyowa	Driver	M
227	Sub-Contractor			
228	CBP/TZ21	Aristarick J. Lymo	Children Book Project of Tanzania (CBP)	M
229	D-TreeZanzibar	Jalia Tibaijuka	Field Implementer	F
230	D-TreeZanzibar	Haji Vuai	Field Implementer	M
231	ICAP - Zanzibar	Asanteeli Kweka	Data Manager	M
232	ICAP – Zanzibar	Ruhayla M. Nassor	Outreach Officer	F
233	Zanzibar TZ21	Charles Nonga	Deputy Chief of Party	M
234	Zanzibar TZ21	Othman Sharif Othman	Research & Documentation Specialist	M
235	FAWE-ZnZ	Arafa Yahya Saleh	Program Officer.	F
236	ZAFELA Znz	Khadija A. Masoud	Lawyer (member)	F
237	WIOMSA-ZnZ	Ramadhan Rashid Hassan	Marketing and Business Development	M
238	WIOMSA	Abdulrahman Ali Abdallah	Manager, Coastal Management and Climate Change	M
239	WIOMSA	Dr. Narrima Jiddawi	Institute of Marine Science ZnZ, University of DSM	F
	Mainland NGOs			
240	MVIWATA	Ikunda Terry	NAFAKA contact person	F
241	Rural Urban Development Initiatives	Sebastian Sambuo	Marketing Officer	M
242	TAWLAE	Mary T. Liwa 0754360215	Program Director. Tanzania Association of Women Leaders in Agriculture and Environment	F
243	TAWLAE	Witness Sanga	Volunteer and past Beneficiary of Scholarships	F
244	CAMFED	Nasikiwa Ducken	Program Officer Entrepreneurship and Women Empowerment	F

s/n	Institution	Name	Position	Sex
245		Mashavu Mohamed	Assistant Administrator	F
246	TAPP (Sub-Con)	Omar Mohammed	Agronomist	M
247	TAPP (Sub-Con)	Thomas Kibwana	Program specialist – Marketing	M
248	Farmer-Medium	Sharji Shaban Omar	Mwembe Kiwete	M
	Schools Znz Gov			
249	Fujoni		Fujoni Primary	F
250	Kiembesamaki Sec		Kiembesamaki	M
	CSOs Mainland			
251	WLAC	Wilson	Member	M
252	Wildaf	Judith Odunga	Director	F
253	FAWOPA	Baltazar Komba	Social Workers Specialist	M
254	TACCI	Abdalla Katunzi	Supervisor USAID programs	M
255	United Peasant of Tanzania - Mtwara	Mandoa Juman	Project Coordinator	M
256	SHIDEPHA +	Asha Hawezi	Member of CMAC	F
257	SHIDEPHA +	Simbizi Paul	Acting Director of Programs, Technical Coordination of Performances	M
258	Morogoro Paralegal	Flora Masoy	Director	F
259	International Community for Women Living with AIDS – Morogoro	Mariam Yalumba	Director	F
260	Dakawa Social Group	Gabriel P. Ngowi	Perfomer (contracted by TACCI)	M
261	Dakawa Social Group	Waziri Bakari	Performer 0753 844134	M
262	Dakawa Social Group	Awadhi Luwanga	Primary School Teacher	M
263	Dakawa Social Group	Mango Makoko	Primary School Teacher	M
264	Dakawa Social Group	Hellen Mbezi	Coordinator	F
265	MSOAPO Mtwara	Hassan Chale	Executive Secretary	M
266	MSOAPO Mtwara	Mustafa Kwiunga	Treasurer	M

s/n	Institution	Name	Position	Sex
267	TARWOC and TAHEA Iringa	Beatus Magoti	Head	M
268	TARWOC Drop-In Center Iringa	Allen Shagama	Manager	M
269		Adelista Msovela	Counselor	F
270		Daudi Mwenda	Cook	M
271		Suzanne Kanywanga	Student Social Worker	F
272		Magdalena Michael	Student Social Worker	F
273		Nassir Mwampeta	Balozi Mlandege Ward	M
274		Rose Mtenga	Balozi Kitwilu Ward	F
275	YADEC, Shinyanga	Babyegeya Eliezer Bitegeko	Executive Director	M
276	Rafiki Social Development Organization, Shinyanga	Gerald Ng'ong'a	Director	M

*Annex 10.7: Statement of Work***Gender Analysis for Project Planning and Activity Design for USAID/Tanzania (Phase II)****A. Background**

USAID/Tanzania will conduct a gender analysis for USAID Tanzania's priority sectors. This will build upon the Country Gender Assessment for the Country Development Cooperation Strategy (CDCS) which will be conducted prior to this gender analysis. The main intention is to generate in-depth information on gender equality and women's empowerment (GE/WE) issues and their underlying causes in the USAID priority sectors. This will provide more information to the Teams (sectors) to improve gender integration in project planning and new activity design in compliance with the Agency's new Project Design Guidance.

Tanzania has a population of nearly 42 million of whom 75% live in rural areas. Despite women being the majority (51%), gender inequality still persists which forces women to lag behind in accessing and benefiting from both social and economic initiatives in the country. This situation hinders achievement of equitable and sustainable development for Tanzania.

B. Overall objective

The gender analysis will be a forward-looking project planning and activity design tool that combines socio-economic and demographic analyses of the mission's priority sectors in Tanzania from a gender perspective, at the policy and community levels. The gender analysis will carefully consider the areas where USAID Tanzania is currently working, and provide recommendations to build upon and strengthen the Teams' and Implementing Partners' (IPs') overall approach to integrate gender equality and women's empowerment in projects and activity designs in the priority sectors.

Specific Objectives:

- 1) To identify root causes of existing gender inequalities and/or obstacles to female empowerment and constructive males involvement;
- 2) Identify approaches for integration of gender into current projects and future activity design in priority sectors including Feed the Future (FtF), Natural Resource Management (NRM), the Global Health Initiative (GHI), Democracy, Rights and Governance (DRG) and Education; and
- 3) Identify potential adverse impacts and/or risks of gender-based exclusion that could result from the current approaches in ongoing projects and activity designs.

C. Scope

The gender analysis will be completed by the contractor, in collaboration with the Mission Gender Advisor. The Mission Gender Advisor will coordinate the whole exercise with support from Teams and their Gender Focal Points. The gender analysis will consist of interviews and discussions in selected priority regions where USAID has on-going projects which can benefit from this analysis or where future projects are likely to start-up. Building upon, but not limited to, the information collected during the Country Gender Assessment for the CDCS, interviews will be conducted with institutions, at the policy and implementation levels as necessary.

The Gender analysis will:

- (a) Provide an overview of the status of gender equality in the social and political economy of the country, building on but not limited to the findings in the Country Gender Assessment Report.
- (b) Include a brief description of the policy environment and capacity to address gender gaps at the national and community levels, including a snapshot of civil society's and other stakeholders' efforts to promote GE/WE and constructive males involvement in the priority sectors.
- (c) Highlight gender issues (economic, social, political, cultural etc.) by rural/urban in the targeted geographical areas.
- (d) Provide information on initiatives designed to involve men in the pursuit of gender equality and female empowerment.
- (e) Provide information on GE/WE constraints or disparities as they relate to specific sectors (for example, target agricultural value chains, economic growth, education, governance etc.).
- (f) Give an overview of women's participation and leadership in key institutions of the selected sectors in the target regions (and linkages at the national level if any).
- (g) Provide a summary of the Mission's on-going projects that model good practices in GE/WE integration.
- (h) Based on the evidence in (a) to (g) the analysis will provide examples of results and intermediate results for gender equality and female empowerment for the Teams to consider in project planning and activity design, along with associated indicators for measuring and tracking results.
- (i) The gender analysis will include a comprehensive annotated bibliography and sections on capacity building, including training and experience sharing opportunities and resources on gender integration in each of the identified sectors.
- (j) Will be aligned with USAID's Gender Equality and Female Empowerment policy located at (www.usaid.gov/our_work/policy.../GenderEqualityPolicy.pdf).
- (k) Will address Gender issues in selected geographic areas and strategic priority sectors where USAID is currently working:
 - 1) Feed the Future and Natural Resource Management (Agriculture, Nutrition, and Natural Resource Management): Morogoro, Manyara, Dodoma and Zanzibar

- 2) Global Health Initiative (Family Planning and Reproductive Health, Maternal and Child Health, Malaria, Tuberculosis, HIV/AIDS, Gender Based Violence - GBV): Iringa, Morogoro, Shinyanga, Mtwara, Zanzibar
- 3) Democracy, Rights, and Governance (governance, watchdog institutions and systems, citizen participation in electoral processes): Morogoro, Mtwara, Zanzibar
- 4) Education (Improved Lower Primary Education for Higher Achievement in Reading, Mathematics and Science): Mtwara, Zanzibar.

USAID Interaction

The Contracting Officer's Representative (COR) will serve as the Primary Point of Contact for the contractor and will provide general technical direction. The COR will provide feedback/comments to the contractor from various groups on the work plan and deliverables.

D. Approaches to be used for the Gender Analysis

The Contractor will be expected to perform the following approaches/tasks during completion of the Gender Assessment:

a) Comprehensive literature review of pertinent documents including:

i) The USAID Tanzania Country Gender Assessment Report

ii) Studies, assessments, and analyses conducted by other development partners in Tanzania, nongovernmental organizations (NGOs), the Government of Tanzania (GoT), and the local and international academic community.

iii) Other USAID/Tanzania documents, including but not limited to, the Mission's current strategy, annual reports, strategic implementation plans, situation analyses, sector assessments, and evaluations; and USAID Policy documents, including but not limited to the Automated Directives System (ADS), USAID Tanzania Gender Mission Order, the new Gender Equality and Female Empowerment Policy, and the PEPFAR Gender-Based Violence initiative.

b) Meetings with USAID/Tanzania staff, including the Program Office, Team Leaders and technical staff from each DO team, to discuss: i) the Mission's work in each program area; ii) the incorporation of gender goals into new project designs; iii) capacity to integrate gender effectively in projects throughout the project cycle at all levels; iv) expectations for the gender analysis; v) and general question and answer sessions.

c) Discussions and interviews with key development partners in Tanzania active in gender integration and GE/WE initiatives; and discussions with women's and other civil society NGOs, USAID IPs, government officials and, wherever relevant, with key bilateral and multi-lateral donors.

d) Field visits to selected project activities within each of the regions stated in paragraph k of the Section C - Scope above. The COR will suggest priority target areas within the selected priority regions that USAID is currently working in and sector specific projects for the analysis.

e) Questionnaires will be used during interviews with stakeholders to collect information on gender issues and opportunities.

The Contractor may suggest additional approaches in addition to the ones listed above.

E. Deliverables

1. Draft Gender Analysis Document (report): The draft report for the gender analysis by sector and presentation to USAID/Tanzania Mission, in both hard and electronic versions. The analysis will mainly be at the Mission and field level. In addition to utilizing the Country Gender Assessment for the CDCS report, the gender analysis can include additional interviews at the Dar es Salaam and Zanzibar policy levels and with other stakeholders for additional information, if deemed necessary.

(a) Overview

This section will provide a broad overview of the significant gender issues for the USAID priority sectors in the country and the geographical areas.

(b) USAID Strategic Priorities and Associated Gender Analysis

This section will focus more specifically on each sector.

(c) Cross-Cutting Issues

This section will cover cross-cutting issues not identified in the specific sector analysis that may warrant attention.